

The copyright © of this thesis belongs to its rightful author and/or other copyright owner. Copies can be accessed and downloaded for non-commercial or learning purposes without any charge and permission. The thesis cannot be reproduced or quoted as a whole without the permission from its rightful owner. No alteration or changes in format is allowed without permission from its rightful owner.



**THE CHALLENGES OF IMPLEMENTING CIVIL SERVICE
DELIVERY REFORMS IN NIGERIA**



**DOCTOR OF PHILOSOPHY
UNIVERSITI UTARA MALAYSIA
OCTOBER 2018**

THE CHALLENGES OF IMPLEMENTING CIVIL SERVICE DELIVERY REFORMS IN NIGERIA



**Thesis Submitted to Ghazali Shafie Graduate School of
Government,
in Fulfilment of the Requirement for the Degree of Doctor of
Philosophy University Utara Malaysia.**



Kolej Undang-Undang, Kerajaan dan Pengajian Antarabangsa
(College of Law, Government and International Studies)
Universiti Utara Malaysia

PERAKUAN KERJA TESIS / DISERTASI
(Certification of thesis / dissertation)

Kami, yang bertandatangan, memperakukan bahawa
(We, the undersigned, certify that)

OCHALA MARK (901098)

Ph.D

calon untuk Ijazah
(candidate for the degree of)

telah mengemukakan tesis / disertasi yang bertajuk:
(has presented his/her thesis / dissertation of the following title):

THE CHALLENGES OF IMPLEMENTING CIVIL SERVICE DELIVERY REFORMS IN NIGERIA

seperti yang tercatat di muka surat tajuk dan kulit tesis / disertasi.
(as it appears on the title page and front cover of the thesis / dissertation).

Bahawa tesis/disertasi tersebut boleh diterima dari segi bentuk serta kandungan dan meliputi bidang ilmu dengan memuaskan, sebagaimana yang ditunjukkan oleh calon dalam ujian lisan yang diadakan pada **3 MEI 2018**

*That the said thesis/dissertation is acceptable in form and content and displays a satisfactory knowledge of the field of study as demonstrated by the candidate through an oral examination held on: **MAY 3,, 2018***

Pengerusi Viva
(Chairman for Viva)

: **PROF. MADYA DR. AHMAD
MARTADHA MOHAMED**

Tandatangan
(Signature)

Pemeriksa Luar
(External Examiner)

: **PROF. MADYA DR. NOREHA HASHIM**

Tandatangan
(Signature)

Pemeriksa Dalam
(Internal Examiner)

: **PROF. MADYA DR. BADARIAH DIN**

Tandatangan
(Signature)

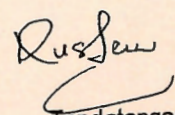
Tarikh: **3 MEI 2018**
Date

Nama Pelajar
(Name of Student) : OCHALA MARK (901098)

Tajuk Tesis
(Title of the Thesis) : THE CHALLENGES OF IMPLEMENTING CIVIL SERVICE
DELIVERY REFORMS IN NIGERIA

Program Pengajian : Ph.D
(Programme of Study)

Penyelia
(Supervisor) : DR. RUSLAN ZAINUDDIN


Tandatangan
(Signature) 3 May 2018



UUM
Universiti Utara Malaysia

PERMISSION TO USE

In presenting this thesis in fulfilment of the requirements for a postgraduate degree from Universiti Utara Malaysia, I agree that the Universiti Library may make it freely available for inspection. I further agree that permission for the copying of this thesis in any manner, in whole or in part, for scholarly purpose may be granted by my supervisor(s) or, in their absence, by the Dean of Ghazali Shafie Graduate School of Government, College of Law, Government and International Studies. It is understood that any copying or publication or use of this thesis or parts thereof for financial gain shall not be allowed without my written permission. It is also understood that due recognition shall be given to me and to Universiti Utara Malaysia for any scholarly use which may be made of any material from my thesis.

Requests for permission to copy or to make other use of materials in this thesis, in whole or in part, should be addressed to:

Dean of Ghazali Shafie Graduate School of Government

UUM College of Law, Government and International Studies (UUM COLGIS)



Universiti Utara Malaysia

06010 UUM Sintok

Kedah Darul Aman

Universiti Utara Malaysia

ACKNOWLEDGEMENT

My profound gratitude goes to the Almighty God, for making his grace sufficient, spare my life, and provision of the requisite knowledge to undertake this study.

I would like to extend my appreciation to my supervisor, Dr. Ruslan Bin Zainuddin, for his thorough supervision, encouragement and willingness to support me, and help me with his intellectual comments, feedback and assistance. May the Almighty God reward him in millions fold, and perfect all that concerns him.

I would also like to acknowledge Dr. Adisa Rasaq for taking time to revamp this work. May the Almighty God reward.

Lest I forget my in-laws, Hon. Justice Ibrahim Shaibu, Mallam Atayi Aguma, Mr. Sanni Awulu, Mr. Friday Audu, Mr. Simon Acheneje, Mr. Abdul Maha of a blessed memory, and my little Queens for praying for me and endured my absent in the area of parental care and upbringing. My friends Dr. Philip Imoh, Dr. Adejoh Edogbanya, Fowokemi Ogedengbe and Dr. Barr. Ekpa for their prayers and words of encouragement.

Finally, I offer my regards and blessing to the management of Universiti Utara Malaysia, and to all who have supported me in any aspect during the completion of the study.

ABSTRACT

The need to explore the activities of the Civil Service Reform in Nigeria is imperative because management and provision of services to citizens are through the public services. Thus, this research set out to explore the challenges faced by the civil services in Nigeria and find solutions to the critical situation. Due to this, the federal government of Nigeria initiated several reforms aimed at repositioning civil service in the country. Nevertheless, the reforms are still inefficient, and past remedies by reforms committees had little effects. Therefore, the study explores the challenges of the civil service reforms through in-depth interviews and Focus Group Discussions. These methods was used to triangulate the data through the NVivo 10 Qualitative analysis software to analyze the transcribed data thematically. The study discovers that civil service quality delivery has deteriorated while the series of reforms carried out have not improved civil service delivery. The findings reveal that previous reforms were not fully implemented and the failures was due to the lack of continuity in the policies, diversion of public funds, poor assessment of the needs of manpower and so on. The study was situated within the framework of the Bureaucratic Theory, the Theory of Public Choice, and the System Theory. The research discovered and concluded that the continuous failures of the civil service to meet quality services can be traced through the level of satisfaction, sincerity and so on. Hence, the study has contributed to the management of the civil service reform in Nigeria. It will be beneficial to the civil service in the area of development and service delivery outcomes at all levels of governance as well as the parastatals. Most importantly, it will be useful for the immediate repositioning of the civil service to enable a sustained good service delivery. Based on the findings, the study suggests that due to the lack of attention at the state and local civil service, future studies should focus on these respective areas.

Keywords: Civil Service Reform, Bureaucratic Theory, the Theory of Public Choice, System Theory, Nigeria.

ABSTRAK

Keperluan untuk mengkaji aktiviti Pembaharuan Perkhidmatan Awam di Nigeria penting kerana pengurusan dan penyediaan perkhidmatan kepada rakyat diberikan melalui perkhidmatan awam. Oleh yang demikian, kajian ini dilaksanakan untuk mengkaji cabaran yang dihadapi oleh perkhidmatan awam di Nigeria dan mencari penyelesaian kepada situasi kritikal ini. Disebabkan itu, kerajaan persekutuan Nigeria telah memulakan beberapa pembaharuan dengan tujuan menyusun semula perkhidmatan awam di negara ini. Walau bagaimanapun, pembaharuan tersebut masih tidak cekap dan remedi terdahulu oleh panel tidak memberikan banyak kesan. Oleh yang demikian, kajian ini menyelidik cabaran yang dihadapi dalam pembaharuan perkhidmatan awam melalui temu bual mendalam dan perbincangan kumpulan berfokus. Kaedah tersebut digunakan untuk mengasingkan data menggunakan perisian Kualitatif NVivo 10 bagi menganalisis data yang telah ditranskripsi secara tematik. Kajian mendapati kualiti penyampaian perkhidmatan awam semakin merosot manakala siri pembaharuan yang dijalankan tidak meningkatkan kualiti penyampaian perkhidmatan awam. Hasil kajian menunjukkan pembaharuan sebelum ini tidak dilaksanakan sepenuhnya dan kegagalannya adalah disebabkan tiada kesinambungan dalam dasar, penyelewengan dana awam, penilaian keperluan tenaga kerja yang kurang baik dan sebagainya. Kajian ini diletakkan dalam kerangka Teori Birokrasi, Teori Pilihan Awam, dan Teori Sistem. Kajian dapat menyimpulkan bahawa kegagalan berterusan perkhidmatan awam untuk memenenuhi perkhidmatan berkualiti dapat dikesan melalui tahap kepuasan, keikhlasan dan sebagainya. Oleh itu, kajian ini telah menyumbang kepada pengurusan pembaharuan perkhidmatan awam di Nigeria. Kajian ini juga bermanfaat kepada bidang perkhidmatan awam dari segi pembangunan dan hasil penyampaian perkhidmatan di semua peringkat pentadbiran dan juga parastatal. Paling penting, kajian ini berguna untuk penempatan semula perkhidmatan awam dengan segera bagi membolehkan penyampaian perkhidmatan yang baik. Berdasarkan dapatan, kajian ini mencadangkan supaya kajian akan datang memberi penekanan kepada perkhidmatan awam peringkat negeri dan tempatan kerana kurangnya perhatian dalam bidang tersebut.

Kata kunci: Pembaharuan Perkhidmatan Awam, Teori Birokrasi, Teori Pilihan Awam, Teori Sistem, Nigeria

DEDICATION

This work is dedicated to everyone who may one way or the other must have supported me in this academic tussle.

Firstly, my father. My mother, (Rachael Ochala), who always stood by me in prayers; and my lovely wife, Mrs Mary Ochala, her contribution was inestimable. My only brother who have always helped me in facing difficulties, Mr Ameh Caleb Ochala. My sisters, Mrs Grace Eleojo Shaibu (Mama Atayi) who has defeated death; Mrs Charity Aguma, Mrs Paulina Abdul, Mrs Esther Awulu, Mrs Ojonoka Simon, Mrs Dorcas Audu, and Miss Ruth Ochala, who have always be there to support and encourage me.



TABLE OF CONTENTS

CERTIFICATION OF STUDY	iii
PERMISSION TO USE	v
ACKNOWLEDGEMENT	vi
ABSTRACT	vii
ABSTRAK	viii
DEDICATION.....	ix
TABLE OF CONTENTS	x
LIST OF TABLES	xvii
LIST OF FIGURES	xviii
LIST OF ABBREVIATIONS	xxii
CHAPTER ONE: INTRODUCTION.....	1
1.1 Background of the Study	1
1.2 Statement of the Problem	15
1.3 Research Questions	29
1.4 Research Objectives	30
1.5 Significance of the Study	30
1.6 Scope of the Study	31
1.7 Operational Definition of Terms	34
1.8 Organisation of the Thesis.....	37
CHAPTER TWO: LITERATURE REVIEW	39
2.1 Introduction.....	39
2.2 Reform of the Nigeria Civil Service During the Military Regime.....	58
2.3 Reform of Civil Service During the Civilian Administration in Nigeria	66
2.4 Comparing the Civil Service Reform Carried out During Military Regime With That of the Civilian Administration in Nigeria	74
2.5 The Origin of Service Delivery (SERVICOM) in Nigeria	77
2.6 Review of Past Studies on Service Delivery in Nigeria MDAs.....	83
2.7 Conceptual Review	96
2.7.1 The Concept of Civil Service	96
2.7.2 Prospects and Challenges of the Nigeria Civil Service	112

2.8 The Concept of Reform	129
2.9 Political System and Public Administration in Nigeria	136
2.10 Structure and the Composition of the Civil Service in Nigeria	140
2.11 The Structure of the Civil Service in Nigeria (Vertical Structure)	141
2.11.1 The Roles and the Functions of Central Operating Agencies are: .	144
2.11.2 The Functions of the Civil Service: Fundamentally, civil service perform the following functions these are;	147
2.12 The Political and Administrative Channels Available to the Public for Channelling Complaints on Inadequate Service Delivery are:	147
2.12.1 Public Complaints Commission:.....	147
2.12.2 National Human Rights Commission.....	149
2.12.3 Challenges of Corruption among Civil Servant	150
2.13 The Roles of Non-Governmental Organizations (NGOs).....	152
2.14 The Role of the Media.....	153
2.15 The Role of the Politicians	154
2.16 Gap in Literature	155
2.17 Summary of Chapter	158
CHAPTER THREE: THEORETICAL FRAMEWORK	160
3.1 Introduction.....	160
3.2 Theoretical Framework	160
3.3 Bureaucratic Theory	166
3.3.1 Relevance of Bureaucratic Theory to This Study.....	170
3.3.2 Public Choice Theory	173
3.3.3 Relevance of Public Choice Theory to This Study.....	176
3.3.4 System Theory	177
3.3.5 Relevance of System Theory to this Study	181
3.4 Summary of Chapter	184
CHAPTER FOUR: RESEARCH METHODOLOGY	185
4.1 Introduction.....	185
4.2 Research Methodology	185
4.3 Research Paradigm.....	187

4.4 Research Design.....	188
4.5 The Role of the Researcher	190
4.6 Techniques of Data Collection	191
4.6.1 Research Informants	192
4.6.2 Interviews.....	195
4.6.3 Pilot Test	198
4.7 Methods of Data Analysis	199
4.8 Ethical Consideration	200
4.9 Summary of Chapter	201
CHAPTER FIVE: DATA ANALYSIS AND RESULTS	202
5.1 Introduction.....	202
5.2 Respondents' Background	203
5.3 Civil Service Reform in Nigeria	205
5.3.1 Theme One: Context for Service Delivery Reform	206
5.3.1.1 Deteriorating Public Service Quality	208
5.3.1.1a Service Irregularities	208
5.3.1.1b Slow Service Delivery	210
5.3.1.1c Unfriendly Client Relation.....	213
5.3.1.2 Poor Quality Measurement Strategies	214
5.3.1.2a Incongruent Monitoring	215
5.3.1.2b Poor Feedback on Services	216
5.3.1.2c Poor Information Storage.....	218
5.3.2 Theme Two: Challenges of Reform for Service Delivery	219
5.3.2.1 Administrative Ineptitude	221
5.3.2.1a Human Resources Management	222
5.3.2.1b Inadequate staff welfare.....	224
5.3.2.1c Poor Recruitment Policies.....	226
5.3.2.1d Promotion Stagnancy.....	227
5.3.2.2 Service Delivery Obstacles	229
5.3.2.2a Conflict of Interest	230
5.3.2.2b Over-Bloated Bureaucracy	231
5.3.2.2c Politicization of the Civil Service	232

5.3.2.2d Systemic Malfunctions	234
5.3.2.3 Weaken Oversight Institutions.....	235
5.3.2.3a Inadequate Funding.....	237
5.3.2.3b Mismanagement of Fund	238
5.3.2.3c Corruption	239
5.3.3 Theme Three: Milieus for Failure of Reform in Service Delivery ..	241
5.3.3.1 Administrative Constraints	242
5.3.3.1a Lack of Political Will.....	244
5.3.3.1b Lack of Training	246
5.3.3.1c Low Remuneration.....	247
5.3.3.1d Low Awareness	249
5.3.3.1e Lack of Planning	250
5.3.3.2 Disregard for Rules and Regulations	252
5.3.3.2a Breakdown of Discipline	253
5.3.3.2b Impunity.....	254
5.3.3.2c Project and Policy Discontinuities	255
5.3.3.2d Unions' Agitation	256
5.3.4 Theme Four: Solutions to Challenges of Service Delivery Reform.	258
5.3.4.1 Restructuring Service Delivery.....	259
5.3.4.1a Create Enabling Environment.....	260
5.3.4.1b Employment by Merit and Federal Character	262
5.3.4.1c New Salary Structure	263
5.3.4.1d Public Private Partnership.....	265
5.3.4.2 Service Delivery Reform Score Card	266
5.3.4.2a Improvement in Awareness	267
5.3.4.2b Mechanism for Filtering Reform Policy.....	269
5.3.4.2c Spirit of Continuity	271
5.3.4.3 Stakeholders' Expectations from Civil Service Delivery	271
5.3.4.3a Averse to Corruption.....	273
5.3.4.3b Competent Staff	274
5.3.4.3c Proactive Information	275
5.3.4.3d Prompt Response to Complaints.....	277

5.3.4.3e Prompt Monitoring.....	278
5.3.5 Theme Five: Impacts of Reform on Civil Service Delivery	279
5.3.5.1 Gains of Service Delivery Reform.....	281
5.3.5.1a Improved Awareness	282
5.3.5.1b Sound Recruitment Policies/Human Resources Management	283
5.3.5.1c Spirit of Continuity	284
5.3.5.2 Healthier Quality of Reform	285
5.3.5.2a Competency in Delivery	286
5.3.5.2b Professionalism in Services	288
5.4 FOCUS GROUP DISCUSSION.....	291
5.5 Participants and Procedures	291
5.6 Focus Group Discussion Data Analysis	293
5.6.1 FGD Theme 1: Context for Service Delivery Reform	294
5.6.1.1 Deteriorating Public Service Quality	295
5.6.1.1a Service Irregularities	296
5.6.1.1b Unfriendly Client Relation	297
5.6.1.2 Poor Quality Measurement Strategies	298
5.6.1.2a Incongruent Monitoring	298
5.6.1.2b Poor Information Storage	299
5.6.2 FGD Theme 2: Challenges of Reform for Service Delivery	300
5.6.2.1 Administrative Ineptitude	301
5.6.2.1a Human Resources Management	301
5.6.2.1b Inadequate Staff Welfare	302
5.6.2.2 Obstacles to Service Delivery	304
5.6.2.2a Conflict of Interest	304
5.6.2.2b Systemic Malfunctions	305
5.6.2.3 Weaken Oversight Institutions.....	306
5.6.2.3a Inadequate Funding.....	306
5.6.2.3b Mismanagement of Fund	307
5.6.3 FGD Theme 3: Milieus for Failure of Reform in Service Delivery .	308
5.6.3.1 Administrative Constraints	309

5.6.3.1a Lack of Political Will.....	309
5.6.3.1b Lack of Training	310
5.6.3.2 Disregard for Rules and Regulations	312
5.6.3.2a Impunity	313
5.6.3.2b Unions' Agitation	314
5.6.4 FGD Theme 4: Solutions to Challenges of Service Delivery Reform.....	316
5.6.4.1 Restructuring Service Delivery	317
5.6.4.1a Create Enabling Environment.....	317
5.6.4.1b Employment by Merit and Federal Character	318
5.6.4.2 Stakeholders' Expectations from Civil Service Delivery	320
5.6.4.2a Reform Monitoring	320
5.6.4.2b Staff Development	321
5.7 Chapter Summary	323
CHAPTER SIX: DISCUSSION OF FINDINGS AND CONCLUSIONS.....	324
6.1 Introduction.....	324
6.2 Context for Service Delivery Reform	325
6.2.1 Deteriorating Public Service Quality	326
6.2.2 Poor Quality Measurement Strategies.....	327
6.3 Challenges of Reform for Service Delivery	328
6.3.1 Administrative Ineptitude	328
6.3.2 Obstacles to Service Delivery.....	329
6.3.3 Weaken Oversight Institutions	330
6.4 Milieus for Failure of Reform in Service Delivery	331
6.4.1 Administrative Constraints	333
6.4.2 Disregard for Rules and Regulations	334
6.5 Solutions to Challenges of Service Delivery Reform.....	335
6.5.1 Restructuring Service Delivery	337
6.5.2 Service Delivery Reform Score Card.....	339
6.5.3 Stakeholders' Expectations from Civil Service Delivery	340
6.6 Conclusion	342
6.6.1 Theoretical Contributions	343
6.6.2 Practical Contributions	353

6.7 Recommendations	354
6.8 Limitation	356
6.9 Suggestions for Future Research	356
6.10 Chapter Summary	357
REFERENCES	358
APPENDICES	388
APPENDIX A	388
Informed Consent for Participation.....	388
APPENDIX B	389
INTERVIEW PROTOCOL QUESTIONS.....	389



LIST OF TABLES

Table 4.1	Informant Interviewed	196
Table 5.1	Informants' Background Information	203
Table 5.2	Participants' information	293



LIST OF FIGURES

<i>Figure 1.1</i>	Map of Nigeria, showing the States, FCT, and the neighbouring Countries.	6
<i>Figure 2.1</i>	Organizational Structure of the Civil Service in Nigeria	143
<i>Figure 3.1</i>	Theoretical Framework	161
<i>Figure 3.2</i>	System Theory	182
<i>Figure 5.1</i>	Main Theme and Sub-themes showing the dimensions and relationship that affect civil service reform in Nigeria.	206
<i>Figure 5.2</i>	Perception on context for service delivery reform in civil service	208
<i>Figure 5.3</i>	Informants opinions on service irregularities in civil service reform	210
<i>Figure 5.4</i>	Impact of slow service delivery on the civil service performance	212
<i>Figure 5.5</i>	Perception on unfriendly client relation	214
<i>Figure 5.6</i>	Sub-theme on poor measurement strategies	215
<i>Figure 5.7</i>	Incongruent monitoring as a sources of poor service delivery	216
<i>Figure 5.8</i>	Perception on poor service feed back	218
<i>Figure 5.9</i>	Poor Information storage on service delivery	219
<i>Figure 5.10</i>	Emerged theme, sub-themes and sub sub-themes about challenges of reform	221
<i>Figure 5.11</i>	Perception on administrative ineffectiveness in civil service	222
<i>Figure 5.12</i>	Human resources management as a challenge in service delivery	224
<i>Figure 5.13</i>	Perception on the inadequacy of staff welfare	225
<i>Figure 5.14</i>	Views on poor recruitment policies in the civil service	227
<i>Figure 5.15</i>	The impact of promotion stagnancy on service delivery	229
<i>Figure 5.16</i>	Emerged sub-theme on obstacles to service delivery	230

<i>Figure 5.17</i>	Conflict of interest as part of obstacles to service delivery	231
<i>Figure 5.18</i>	Informants perception on over bloated bureaucracy	232
<i>Figure 5.19</i>	Impact of politicization of the civil service on delivery	233
<i>Figure 5.20</i>	Perceptions on systemic failures as a constraint	235
<i>Figure 5.21</i>	Emerged sub-theme coded weaken oversight institutions	236
<i>Figure 5.22</i>	Informants perceptions on inadequate funding for civil service	238
<i>Figure 5.23</i>	Mismanagement of fund as a challenge	239
<i>Figure 5.24</i>	Prevalence of corruption in the Nigeria civil service	240
<i>Figure 5.25</i>	Emerged theme, Sub-themes and sub sub-themes on background for failure	242
<i>Figure 5.26</i>	Dimension of administrative constraint	244
<i>Figure 5.27</i>	Evidence of lack of political will to implement reform	245
<i>Figure 5.28</i>	Revelation on lack of training for reform implementation	247
<i>Figure 5.29</i>	Perception on low remuneration	249
<i>Figure 5.30</i>	Informant perceptions on low awareness of reform policy	250
<i>Figure 5.31</i>	Perceptions on lack of planning	251
<i>Figure 5.32</i>	Thematic mapping of disregard for rules and regulations	252
<i>Figure 5.33</i>	Breakdown of discipline on civil service	253
<i>Figure 5.34</i>	Sub sub-theme on impunity in civil service	254
<i>Figure 5.35</i>	Perception on project and policy discontinuities	256
<i>Figure 5.36</i>	Opinions on unions' agitation	258
<i>Figure 5.37</i>	Emerged sub-themes and sub sub-themes from theme four solutions to challenges of service delivery reform	259
<i>Figure 5.38</i>	Emerged issues on restructuring service delivery	260
<i>Figure 5.39</i>	Informants perceptions on the impact of enabling environment	261
<i>Figure 5.40</i>	Federal character and sound appointment principles	263

<i>Figure 5.41</i>	Perceptions on the need for new salary structure for workers	264
<i>Figure 5.42</i>	Public Private Partnership need for Service Delivery	266
<i>Figure 5.43</i>	Emerged sub-theme and sub sub-themes as solution	267
<i>Figure 5.44</i>	Perceptions on awareness improvement	269
<i>Figure 5.45</i>	Mechanism for Filtering Reform Policy as a solution	270
<i>Figure 5.46</i>	Continuity of policy implementation	271
<i>Figure 5.47</i>	The emerged stakeholders' expectation from civil service delivery	272
<i>Figure 5.48</i>	Stoppage of corruption as a solution for a successful reform	274
<i>Figure 5.49</i>	Improvement in the public civil service requires competent staff	275
<i>Figure 5.50</i>	Satisfying the public through prompt and useful information	276
<i>Figure 5.51</i>	Perceptions on the need for prompt response to complaints	278
<i>Figure 5.52</i>	Prompt monitoring for effective service delivery and accountability of public service	279
<i>Figure 5.53</i>	Emerged perceptions on the impacts of reform on civil service delivery	281
<i>Figure 5.54</i>	Emerged perceptions on gains of service delivery reform	282
<i>Figure 5.55</i>	Impact and improvement on awareness based on the reform agenda	283
<i>Figure 5.56</i>	Sound recruitment policies for service delivery	284
<i>Figure 5.57</i>	Perceptions on the improvement in Spirit of Continuity	285
<i>Figure 5.58</i>	Emerged views on Healthier Quality of reform in Nigeria	286
<i>Figure 5.59</i>	Improvement in the level of competency among civil servants	288
<i>Figure 5.60</i>	Enhancement in professionalism in Service delivery	290

<i>Figure 5.61</i>	The emergent themes on civil service reform from focus group discussion	294
<i>Figure 5.62</i>	Participants perceptions on service regularity	296
<i>Figure 5.63</i>	Participants' views about unfriendly client relation on service delivery	298
<i>Figure 5.64</i>	Participants on Incongruent Monitoring	299
<i>Figure 5.65</i>	Participants who perceived Poor Information Storage	300
<i>Figure 5.66</i>	Participants on human resources management	302
<i>Figure 5.67</i>	Participants on inadequate staff welfare	303
<i>Figure 5.68</i>	Participants' conflict interest	305
<i>Figure 5.69</i>	Participants perceptions on system malfunctions	306
<i>Figure 5.70</i>	Participants on inadequate funding	307
<i>Figure 5.71</i>	Participants' views on mismanagement of fund	308
<i>Figure 5.72</i>	Participants' on lack of political will	310
<i>Figure 5.73</i>	Participants' perceptions on lack of training	312
<i>Figure 5.74</i>	Participants' views on Impunity	314
<i>Figure 5.75</i>	Perceptions on Unions' Agitation	316
<i>Figure 5.76</i>	Participants' on create enabling environment	318
<i>Figure 5.77</i>	Participants' on Employment by Merit and Federal Character	319
<i>Figure 5.78</i>	Perceptions on reform monitoring	321
<i>Figure 5.79</i>	Participants on Staff Development	322

LIST OF ABBREVIATIONS

C S	Civil Service
CSPIP	Civil Service Performance Improvement Programme
CSRP	Civil Service Reform Programme
DFID	Department for International Development
EFCC	Economic Financial Crime Commission
Exco	Executive Council
F M	Federal Ministries
FEMWH	Federal Ministry of Works and Housing
FRoNC	Federal Republic of Nigeria Constitution
FRSC	Federal Road Safety Corps
I C P	Informed Consent for Participation
ICPC	Independent Corrupt Practices and Other Related Offences Commission
IDA	International Development Association
IMF	International Monetary Fund
IPQ	Interview Protocol Question
L G	Local Government
MDA	Ministry, department, agency
MOE	Ministry of Education
MOF	Ministry of Finance
NGO	Nongovernmental organization
NIMASA	Nigeria Maritime Safety Agency
NLC	Nigeria Labour Congress
NORAD	North American Aerospace Defense
NSCDC	Nigeria Security and Civil Defence Corps
NSGRP	National Strategy for Growth and Reduction of Poverty
OHoS	Office of the Head of Service
P S	Public Service
PDP	People Democratic Party
PIB	Performance Improvement Bureau/ SERVICOM office
PPP	Public Private Partnership
PSM	Public service management

S G	State Government
S I	Service Improvement
SAP	Structural Adjustment Programme
SC	Service Charter
SD	Service Delivery
SDF	Service Delivery Failure
SDU	Service delivery unit
SERVICOM	Service Compact
SFUP	Special Fraud Unit of the Police
To G	Tears of Government
TUC	Trade Union Congress
UNDP	United Nations Development Programme
UNESCO	United National Educational Scientific Cultural Organization
VIO	Vehicle Inspectorate Officer



CHAPTER ONE

INTRODUCTION

1.1 Background of the Study

Civil Service reforms can be traced as far back as to 1980s in most developed nations as a response to the consciousness of service provision to the citizens. The poor service delivery being experience called for this kind of reforms strategies (Lane, 1997). In relation to this, Minister of Public Service in Uganda acknowledged this statement where it was observed that most countries of the world both developed and developing had undergone a reconsideration of the public service within their domain. Effort have been put in place in the area of competition and financial mobility, political decentralization, impact on global markets, the increase use of information communication technology.

However, in the course of the review it was found that the current global crisis in terms of political, economic, and social necessitate government of the developing countries to divert from centralized and corporate planning to a more pragmatic approach that is centred on the principle of effective management and enterprising. With this, there is diversification of state role from being a principal agent of both the economic and social development to that of a facilitator and provide of development in order to attain effective and efficient global integration. In another development, other changes were made by cutting down the expenditure of government so as to reduce the size of the civic service functions and services to non- Governmental agencies either on a full privatized or partial privatization.

The minister maintained that there was much emphasis on cost effectiveness, organizational culture, a good performance managerial style that portray effective customers' orientation, service ethos, human resources development and management. Again, it was discovered that effort has been put in place to enhance participative management styles and innovations gearing towards satisfying individuals and groups with the use of appraisal and incentive systems, as well as reforming budgetary system in order to make it more resourceful with dependency on information technology and computer information systems. Although, Woods (2006) in his book titled "*the globalisers, the International Monetary Fund, the World Bank and their borrowers*" had a contrary opinion when he says that International Monetary Fund and World Bank were presenting globalisation as the solution to the problem of civil service delivery in the developing countries. Moreover, it was observe that they were doing that not out of pure economic motive rather it was politically motivated.

Furthermore, the importance of this program being carried out in both the developed and the developing economy of the world to address the challenges that serve as a cog in the wheel of development of the civil service. In practice, this prompted government to introduce these reforms in order to improve the general conditions of service as it is affects the civil servants. Again, coupled with the demand of service delivery, civil service reforms (CSR) were progressively been adopted in Africa countries, as well as in most cases were strictly related to structural adjustment programme (Corkery & Land, 1997). Chemengich (2013) observed in the same direction that the reforms of 80s and

90s as fronted by Bretton Woods, were known as “Structural Adjustment Programme (SAPs) were introduced to reduce cost and increase the efficiency of service delivery.

However, in Nigeria, the responsibility for civil service reforms is shouldered by the presidential committee on reform in the presidents’ office, in conjunction with the Head of the civil service of the Federation, and the program attracted support from other donor agencies. However, going by the review, the position of reform of civil service by the world Bank assessment is worrisome and this program is undertaken in the Africa countries, Nigeria inclusive is usually attracted the support of donor agencies such as World Health Organization (WHO), International Monetary Fund (IMF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), United Nations (UN) and the World Bank (WB).

Again, report shows that the international development community has come to an agreement on the need to reforming the civil service in the Africa countries (I.M.F, 2002). It is an indisputable fact that every country has the desire to develop its potentials, its people, and institution of governance in order to improve the level of its development and the living condition of its people. Anazodo, Okoye and Chukwuemeka (2012) are in agreement with most developing countries of the world are currently in a race to improve the socio-economic and the general wellbeing of their citizens and this more pertinent to nations that have been affected by colonial exploitation.

Reform in this study refers to government's efforts at reviewing the policies that are causing serious deterioration and preventing it or, slowing down in the achievement of its goals that will lead the scheme to function as an engine of growth as well as development (Eme, Innocent & Ugwu 2011). In addition, reform is being considered as the strategy used by the government to transform the entire service and provides the needed developmental services to the people. Generally, African countries, including Nigeria, have tried over the years to make use of the machinery of government to speed up the socio-economic development and let alone their backwardness. The achievement was very little and much is need to be accomplished (Nwokoma, 2015).

Since independence in 1960, Nigeria has been plummeting more into tribal, ethnic, religious, and regional crisis that had escalated into a civil war in 1964. According to Spalding (2000) conducting a study on "*the Cultural Explanation of the Collapse of Nigeria into a civil war and Escalation of tension in Nigeria*", observed in the same direction that this has been a challenge. The study discovered that the genesis of civil war in Nigeria, to be specific in 1967, was due to many atrocities within the public service. Similarly, in Nigeria electoral process was characterised by violence and thuggery as both parties tried to win the support of other regions. Again, literature upholds that the campaign and the electoral process were described as fraudulent. More so, the Northern victory was also part of the issues as it raises tension, oppositional sentiment, a political dispute and ethnic conflict. Subsequent electoral results escalated into violence within the region (Diamond, 1988).

The crisis of this period lays a foundation for the ethno-regional conflict and distrust as the eastern part had been marginalised. In addition, the Ibo were busy pursuing domination (Diamond & Passim, 1988; in Spalding, 2000). Finally, the first republic ended in a coup d'etat on January 15, 1966, claiming the life of ministers in charge of the three regions. After that disastrous war, Nigeria has never remained the same. Nigeria is one of the most populous states in Africa and the world's 8th leading oil producing state (Falola & Heaton, 2008). Based on the National Population Commission (NPC, 2006) the population of Nigeria stood at 182 million people, declaring 30 years of age as a youth to be half of its population (National Population Commission, 2015). However, the composition of the ethnic groups in Nigeria was estimated to be over 250 ethnic groups. Therefore, in Nigeria, the major ethnic groups are Hausa-Fulani, Yoruba, and Igbo that are found in the Northern, Eastern, and the Western part of Nigeria.

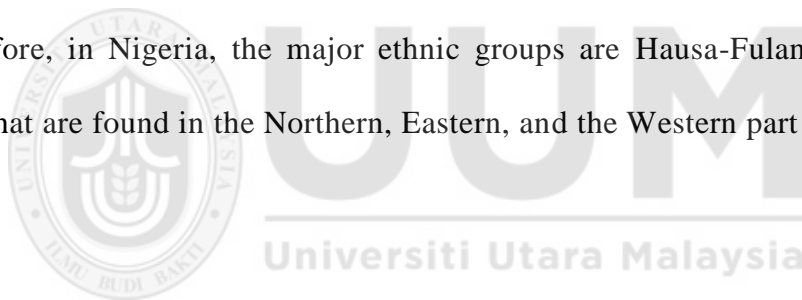




Figure 1.1 Map of Nigeria

Moreover, going by the current ethnic configuration Nigeria is sub divided into six major ethnic groups. This latest development was designed during the General Sani Abacha's led administration. These are; the Hausa-Fulani for North West, Tiv for North central, Kanuri for North East, Igbo for South East, Ijaw for South-South, Yoruba for South West. The North East, North West, South, South East region of Nigeria are made up of different ethnic groups while South East and South West are purely Igbos and Yoruba's respectively (News of Nigeria, Tuesday, December 27th, 2016).

The 1966 coup in Nigeria marked the beginning of the military regime in Nigeria. Literature upholds that the coup was planned and spearheaded by the Ibos. According to Muhammedu and Haruna, the officers that led the group are

major Nzeogwu, Onwuategun, Infeajuma, Okafor, Chukukwa, along with captain Nwobisi and major Ademoyega (Muhammadu & Haruna, 1981). Siollun (2009) in his book titled, "*Oil Politics and Violence: Nigeria Military coup culture from 1966-1976*" attest to this fact that after Nigeria got her independence from the UK in 1960, it was found that based on the mineral endowment and coupled with educated workforce there are indications that Nigeria should become the first superpower and have a stabled democratic government among the Africa countries. However, it was discovered that this have not been achieve as the problem were linked to the crisis that led to a military violent coup in January 1966.

The coup resulted in the assassination and killings of many top-ranked military officers and the politicians along with the destruction of the system of government that was in operation. However, this position was debunked by Siollun (2009) whose work revealed that the aim of the coup was to unite Nigeria and offer equal opportunity to the citizens but the outcome of the coup resulted in creating regional politics among Nigerians, that coup brought in General Aguyi Ironsi as the first military Head of State on January 15th, 1966. On assumption of office as the Head of State and Commander –in-Chief of the Armed Force his administration was to replace the Federal structure of Nigeria with a unitary system of government but this was disrupted by some group of politicians from the Northern part of Nigeria. This led to July 1966 coup which metamorphous into General Yakubu Gowon becoming the then Head of State who later repudiate unitarist inclination in a federal framework in principle (Akinsanya, 2002).

As for the planner of the July counter-coup review upholds that they are from the Ibo region, with the aim of bringing their own tribe to rule. According to Muhammedu and Haruna, the officers that spearheaded the group are major Nzeogwu, Onwuategun, Infeajuma, Okafor, Chukukwa, along with captain Nwobisi and major Ademoyega (Muhammadu & Haruna, 1981). This is a clear indication that during the military regime Nigeria was tied to military politics of regionalism, and this has really affected the state of the economy and the level of development as the case may be (Abdulrahman, 2014).

The economy of the Nigerian State before the attainment of independence in 1960 is worrisome. As during the precolonial period, the UK public's officials were using the educated elite in Nigeria to carry out their exploitative tendency. The personality like Dr Nnamdi Azikiwe, Sir Obafemi Awolowo, and others. However, in 1956, the tribunal of inquiry investigated Dr Nnamdi Azikiwe and found that Zik uses influence to take a decision when it comes to issue of governance, which is against the code of conduct for government officials. Part of the report shows that over 163,000 thousand to Zik Group of company at a subsidised rate. Yet, the loan was not refund until 1971 after the bank liquidated. Again, according to colonial government officials report upholds that UK minister was involved in series of transactions that public funds were committed to assists institutions and other programmes of their interest Furthermore, official report shown that Awolowo, who was the first prime minister of the Western region was guilty of misappropriation of fund after the investigation of the panel carried out by the coker commission of inquiry (Okonkwo, 2007).

In another development, a loan of 6.7 million given to the Western region government owned national investment and properties co Ltd, for construction of projects out of this money only 500,000 thousand was refund. Again, Awolowo the prime minister of the region was guilty as result of non-compliance with the standards code of conduct as required by public officials occupying government position (Magid, 1976). Even Alhaji Shehu Shagari that ruled Nigeria between 1979 to 1983 many of its states governors were jailed for 100 years minimum and 340 years maximum (Ogbeidi, 2012; Tignor, 1993).

In the word of Kuye and Ile (2008) observed that today's Nigeria consists of three colonial territories which include-: the colony of Lagos, the Northern and Southern protectorates. In 1906, the colony of Lagos and that of the southern protectorate were amalgamated and subsequently, the remaining three (Lagos, Northern, and Southern) were amalgamated in 1914 to form protectorate of Nigeria. However, this position was contended by Elaigwu (1994) debunking the position that British government did not consider to offer an administration that would best suit the people at the territories, rather the colony of northern and southern were administered separately. In addition, the attainment of independence was a struggle for power and control of leadership among Nigerians. As it was, discuss in the earlier part of this study (Siollum, 2009; Abdulrahman, 2014).

The Nigerianization of civil service was emphasised during the first republic. There was a serious divide in political system among the politicians, although the bureaucrats were able to formulate policies but not allowed to translate these

policies into realities (Augustus, 1982). The service was divided based on ethnicity and that has hindered development and at the same time made stability and democracy difficult and pave way for military authoritarianism. The period between 1966 and 1975 witnessed radical changes in the role of Nigerian civil servants. The review shows different kind of view among authors. However, the history of Nigeria civil service can be traceable to the time of colonialism and the capitalist in the 19th century.

In addition, it can also be attributed to the history of modern Nigeria. This position was contend by the following authors that the origin of Nigeria civil service could be trace to the outcome of the colonial administration in Nigeria (Inyang & Akaegbu, 2014; Igbokwe-Ibeto, Agbodike & Osawe, 2015). These issues surround Nigeria state before and after the attainment of independence in 1960.

Notwithstanding, Bayo (2012) the reviewed shows reforms carried out right from the colonialism, independence, and the present day civilian administration in Nigeria. The study found that the nature of politicisation of the civil service right from the post independent era to modern day administration has been the practice of government. However, to have a better result and modern civil service, governments in the past has initiated reforms aimed at improving the civil service. Yet, the service remains unproductive and suffers a setback. The previous study argues further that reforms do not deliver improved service delivery due to enthusiasm in carrying out government policies, lethargy, and obsolescence. Again, review found that lack of political will on the part of

political leaders, politics, sentiment, and mediocrity. Other factors militating the problem of Nigeria federal civil service is that of low professional standards, weak government structure, and poor accountability right from the independence (Salisu, 2001).

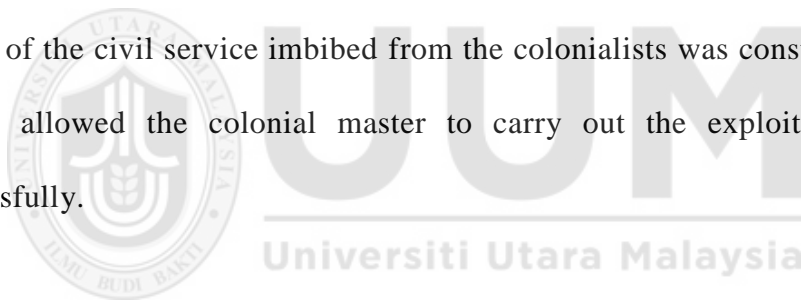
Eme et al. (2011) observed that the introduction of federal character principle of recruitment has contributed to the problem of Nigerian civil service. More so, looking at the nature of politics in the process of administration (Salisu, 2001) that strong institution really emerged where experts, technocrats and other employees of the service are not recognized, rebellion civil servants politicised the bureaucracy, their act affect the government policies and programs. This has generated a lot of controversy in the civil service of Nigeria. This act includes; both the senior and the junior staff perpetuate extortion, nepotism, bribery, and corruption. Workers looked at gratification to be the usual practice (Ogunrotimi, 2012).

In a study conducted by Igbokwe-Ibeto, Agbodike and Osawe (2015), they described civil service as an avenue through which government of both the federal, state or local government are administered. The previous study found that civil service for long has not been able to deliver improved service to the people. Again, it was discovered that attention is much more on the inter-unit conflict, the power of officials, a delegation of authority, training and accountability. These factors affect task in the civil service leading to employee redundancy or idleness as the case may be.

Furthermore, the previous study recommends that for Nigeria to attain a sustainable development, job enhancement and de-congestion of the service be highly demanded. But this position was supported by Ayeni (2010) and Anazodo, Igbokwe-Ibeto, Osawe and Nkah (2014) who argued that sustainable and viable development could only become reality if the government is concern and involved the appropriate unit in the choice making over a Bottom-top approach. Then, popular participation is very important in sustainable development issue if workers are involved right from the goal setting, and not to accept the result, which justified the need to participate as observed (Ake, 2001). In line with the review, it was discovered that for the attainment of improved service delivery, the human capacity building becomes imperative. To strike a balance, service delivery if accomplished will transform the economy in totality.

Oyedeji (2016) observed that the history of Nigeria could be traceable to the era of colonialism and that of the capitalist in the 19th century. Moreover, before the colonial era diverse ethnic groups as well as societies that constitute today's Nigeria were living together inform of clans and empires in different communities. In the northern part of Nigeria, there is the existence of Islamic Sokoto caliphates comprises (of Borgu, Sokoto, Kano, besides Kanuri) in the western and eastern part of Nigeria different empires and communities were leaving together. The industrial revolution in Europe gave rise to capitalism, which later causes national limitation to its economic expansion and the quest for new colonies for a trading set in. This period those communities were used as a dumping ground for colonial exploitation as the raw materials were cheap to their country to develop both domestic and their oversea business (Malik, 2013).

The British colonial master conquered those communities and kingdoms called Lagos colony and establish their territory 1861 through force and compulsion (Rex & Crowder, 1966). It was the colonial administration in 1861 that facilitated the formation of buildings and establishments of contemporary governance. Thereafter, literature revealed that Civil service created in 1862 with a precise drive, the structure and the capitalist stability, the survival of the capitalism at the colony. Based on this British government introduce different hierarchical positions of administration between 1900- 1950; the civil service was controlled and organised by the British officials. However, previous studies found that indirect rule contributes to the defective viewpoint of the civil service. It also improved ethnicity and corruption. However, it was discovered that the nature of the civil service imbibed from the colonialists was constricted in scope and it allowed the colonial master to carry out the exploitative tendency successfully.



Therefore, colonialism is the outcome of lack of accountability as well as absence of transparency. At independence in 1960 marked the end of colonialism in Nigeria, but on the part of the leaders that took over from the British government, it was revealed that their effort was not to restructure the civil service to cope with indigenous developmental needs. Rather, the Nigerian leaders that occupied the position of the service were possessed with the spirit of the colonial master that has to do with wealth acquisition and selfish interest. Instead of working to enhance the country's development, they became apparently individuals as "white man in black skin". The Nigerianisation of civil service was emphasised during the first republic. There was a serious divide in

political system among the politicians, although the bureaucrats were able to formulate policies but they were not allowed to implement the policies into realities (Agustus, 1982).

More so, the agenda for political culture was not achieved by the bureaucrats because the spirit of patriotism, nationalism, commitment, dedication, and loyalty were not in place. Therefore, the civil service was based on ethnicity and at the same time made stability and democratic governance difficult for the populace.

However, civil service was built on Max Weber's principle of bureaucracy. Max Weber's ideal type of bureaucracy, emphasised on the hierarchy of authority organisation, delineated lines of authority, in a fixed area of activity, actions taken based on recorded and written rules. Weber considered bureaucracy as the most efficient and the rational way which human activities can be organised in a hierarchy to maintain order, maximise efficiency and eliminate favouritism. Weber (2009) in his book "*The Theory of Social and Economic Organization*" translated by Henderson's and Talcott Parsons where he emphasised how management can be more efficient and consistent. To him, the ideal management is the bureaucratic process.

However, the link between salary and service delivery can be seen in a study conducted by Beetsch (2014) attributed the issue of service delivery to rules and regulations guiding the conduct of service. It was stated that for better service delivery government must address these issues of pay. The present study will be

looking at the policies on rules and regulations as they affect the condition of services such as salary, recruitment, promotion, seminars and workshops, and conferences. Once there is a good policy towards that, staff will be motivated to put in their best while working in government sector. The present study intends to explore in this direction along with other factors.

1.2 Statement of the Problem

Globally, considering the reforms effort embark upon by different levels of government in many states within the Africa countries in which Nigeria is inclusive, in collaboration with donor agencies such as IMF and World Bank interventionist approach for quite a number of years is worrisome. As it was acknowledged that despite the commitment at reforming the civil service, the set objectives are yet to be realized (Woods, 2006). However, Crook (2010) attests to this fact that building service delivery in most sub-Saharan Africa states remain in dilemma and added that in most sub-Saharan African (SSA) they are face with problems of how to provide and manage economic policy. From the literature, evidence has shown that this is not applicable to only donor agencies (Commission for Africa, 2005) but goes a long way to affect the common African men and women in their daily lives. For example, poor services in terms of education, health service, unhealthy cities, the level of crime and exploitation just but a few to mention.

Existing literature as well as empirical studies accessible on the subject matter of this research showed that a large number of works have been done in the area of reforms in the Civil Services in Nigeria. The few out of numerous study that have been

carried out are; the study of Development and Performance of the Civil Service in Western Nigeria, 1954 -1976” (Olaleye, 1989). Aside these, Omoleke (2010) also examined the Administration of Public Enterprises in Nigeria”. In relation to this, another study titled “A Study of the Growth Pattern of the Nigerian Civil Service 1960 – 1993 was carried out by (Sanni, 1999) and The Civil Service in Nigeria: Evaluation and Challenges (Omoyele, 2012). Another one by Olaopa (2008) focused on “Theory and Practice of Public Administration and Civil Service Reforms in Nigeria. Again, Omoleke (2010) the Nigerian Privatization Policy and Hope of the Grassroots. However, none of these empirical studies focused on the challenges faced in the implementation of the several reforms, Commission, Panels and Committees meant to turn around service delivery hence the necessity for this study. For a long time, Nigeria has tried to reform its civil service but it looks like it is not responding compared to other nations of the world (Igbokwe, 2014).

Furthermore, in Africa countries particularly Nigeria, over the years have tried to make use of machinery of government to speed up the socio-economic development but up till the present days, the problem still persists. Reiterating this, Nwokoma (2015) noted that little achievements was recorded and much more is required. Emphasising the gaps that remained in civil service, Agboola and Lamidi (2017) also disclosed that the objective of reforms in public service in Nigeria has been to make the public service efficient, economical and effective with management concepts and techniques, however, bureaucracy that is regarded as the key to administrative efficiency has been under severe attack.

Serious question was raised about what government should do and in what ways can its efforts be reviewed. Because, the current form of the civil service in Nigeria has

no capacity to neither deliver services to meet the prospects above nor to the ideals anticipated by SERVICOM for a number of motives among which are lack of ability, poor placement as well as outlook, weak motivations, weak monitoring, weak assessment system in addition to corruption. With this, it is imperative for all-inclusive as well as complete reform of the public service. But, in spite of these needs, there are numerous challenges facing Nigerians particularly in terms of delivery of health services, transportation, waste dumping, education, security, regulation and prosecution of legal duties.

Therefore, the issue identified in this study in relation to the challenges of civil service reforms in Nigeria is germane and requires investigation because Nigeria, like many other nations, continues to seek for lasting solutions to the ineffectiveness and deteriorating public service in Nigeria.

It is worthy of note that the earlier the context and challenges of civil service reforms are identified the better for healthier service delivery to will enhance economic development of the country. More so that public service delivery has set new dimensions as governments need to act in response not only to changes in the global environment but also to the demands of an energetic citizenry. Therefore, formulating included policies as well as their effective implementation would require an adjustable and resourceful public service that can anticipate emerging challenges and ensure that probable strategies are informed by better understanding of future contexts.

Corroborating the need for a comprehensive research on civil service reforms in Nigeria further, Agboola (2017) established that issues of bureaucratic corruption,

incompetence as well as ineptitude have become part of the larger socio-economic and political difficulty that have flooded the Nigerian state and society. This worrying occurrence has elicited debate several times where the problems have been discussed. Nevertheless, the identification of the problem could not have doused the increasing escalation of this phenomenon. For instance, the flaws in civil service in Nigeria exhibits fault in oversight establishments, lack of dishonest free operation, weak monitoring as well as appraisal in addition to deficiency of internal control. On how bad and undesirable the civil service has turned to, it is evident from the dysfunction in the civil service delivery in Nigeria which has led to failures in service delivery. Particularly, lack of accountability in addition to abysmal show of the apparatus of government.

Therefore, there is a need to put in place a plan for civil service reform. However, it is essential to ascertain the central root causes of this dysfunction as well as the concerns that need to be addressed. Empirically, according to Igbuzor (2017) Nigeria has been constantly ranked among the utmost corrupt nations globally by Transparency International in its Corruption Perception Index. As at 2011, the country was placed 143 out of 183 nations. Similarly, by 2012, Nigeria was graded as 139 out of 176 countries besides that of 2013, when Nigeria took 144 position out of 177 nations. By 2014 as well as 2015, Nigeria was placed 136 out of 175 as well as 170 countries correspondingly.

In view of this alarming situation, this study therefore wants to focus attention at understanding how mismanagement, preferential treatment, political patronage, rigid bureaucracy, as well as widespread corruption became the features of public administration behavior. This research is very important at the moment because

public service is an indispensable instrument through which government implements its policies and programmes. It is through its instrumentality that government policies are translated into services for the people.

More so, in Nigeria, the responsibility of the civil service reforms was vested on presidential committee on reform in presidents' office, in conjunction with the Head of the civil service of the Federation, and the program attract support from other donor agencies. Again, review found that the international development community has come to an agreement on the need to reforming the civil service in the Africa countries (I.M.F, 2002). Furthermore, it is an indisputable fact that every country has the desire to develop its potentials, its people, and institution of governance in order to improve the level of its development and the living condition of its people. According to Anazodo et al. (2012) most countries of the world are currently in a race to improve the socio-economic and the general wellbeing of their citizens and this is more peculiar to nations who were affected by colonial exploitation.

However, in Africa, it was argued that the crisis of government not been able to provide improved service delivery started as far back as 30 years ago, where huge resources have been committed to reforms of civil service program. Yet, the situation remain critical as no meaningful success were recoded, better service delivery has been the challenged. As it is, evidence from both Anglophone and Francophone countries shows that in Anglophone, the English speaking countries (Liberia, Gambia, Sierra Leone, Ghana, Zambia, Uganda, Nigeria and many others) civil servants' salary reduced by 80 percent between 1970s and the mid-

1980s showing the reduction in gross domestic product GDP per capital (Van de Walle, 2001; Steven & Teggemann, 2004).

While in Francophone, French speaking countries colonized by France, (Togo, Algeria, Congo Brazzaville, Morocco and Equatorial Guanine) studies show that there are cases of government not paying salary regularly cumulated in government owing debt and demoralization of the entire system (Van de Walle, 2005).

In Ghana 1984, it was discovered that permanent secretary were receiving only 2.5 percent times the salary of clerical staff, this situation is described as substantial non-pay benefit (Nunberge, 1994). This period was marked with issues of low morale, absenteeism, corruption, and politicisation. In the same vain, it was recorded that the foreign aid was given to sub-Saharan Africa (SSA) continuously with an increase of 5 percent annually between 1970 and 1995 but still the 1990s witnessed reduction. This continuous record of not providing better services to the people are issues to be discussed.

Again, in line with the review, after 30 years of donor funding result of government effort showed successful service achieved. Unfortunately, the general view or opinion stood that both consultants' report and the academic literature proved not successful in some areas. Precisely, to strike a balance, the average civil service reforms programs have been defiling solution in achieving the desired objectives. This crisis in states institutions in civil service delivery in most African countries had similar characteristics based on the literature. Again,

some scholars are of the opinion that after many years of donor funding the civil service reforms effort has failed to accord the needed success rather it has gone worse (Crook, 2010). The challenges of improving civil service delivery reforms can be linked to the factors disturbing the effectiveness of the Nigeria civil service which Ajayi (1998) and Ikelionwu (2011) have recognized as over staffing as well as poor remuneration of workers in civil service as the main factors.

At this point, it is imperative to note that in sub-Saharan African countries such as Anglophone countries, Ghana and Nigeria inclusive, empirical review shows that the civil service delivery was slow in terms of provision of better services to the people. It was found that both internal and external factors contributed. External factor was linked to policy-induced and exogenous, which has to do with the exchange rate and trade policies in the bilateral agreement and internal were said to be colonial heritage, climate or weather, vegetation and so on (Collier & Gunning, 1999). In a similar study, Kellough and Selden (2003) previous study upholds to the view that reforms can take any dimension the primary motive is changed in the administrative structure of government which is often the outcome (Kellough, Lu 1993; Thompson, Riccucci & Ban, 1991).

In addition, it was categorically stated that with personnel functions, civil service pays, develop, select, recruit and retain the most qualified employees. These qualified employees or civil servants in turn directly influence the nature and implementation of government policies.

In Nigeria context, which is the focus of this study, the concern for improved service delivery in the civil service has engendered a lot of argument over the years. Specifically, the present state of the public service can neither deliver services to meet the expectations above nor to the standards expected by SERVICOM for several reasons including lack of capacity, poor orientation and attitude, weak incentives, weak monitoring and evaluation system and corruption.

This has been attributed to the inability of the civil service to provide improved goods and services to the public. Previously, several attempts were made by the government at different levels to reform the civil services by introducing several reforms measures. Nevertheless, to date, the desired level of improvement at the civil service is yet to be achieved. For instance, 1999 to date at least six different types of civil service reforms were introduced. These include:

- i) Pension reform in 2004,
- ii) Bureau of public service reform in 2004,
- iii) Service delivery (SERVICOM) in 2004,
- iv) Monetization policy in 2003,
- v) Financial regulations and anti-corruption policy in 2000, and
- vi) Down-sizing in public sector reform in 2004.

However, the review of literature upholds that the set goals of these reforms have not being achieved (Nwokoma, 2015). Public sector reforms have been the top priority of government agenda due to the poor performance of the sector over the few years of independence. In addition, this is so, because of the expectation of Nigerians in actualizing the socio-economic development and with huge

amount of success. Notwithstanding, the expectation is yet to be achieve as identified by Adegoroye (2008) among others, lack of financial accountability, breaking down of laws, politicization of the top ranked public officials. Meanwhile, African leaders see reforming public sector as commercialization of state owned enterprise in order to make profit and as such, every sector of the economy was commercialized.

A good example, are education, health, electricity, agriculture and many others, whereas, in line with the review it was argued that these basic social services are being handled by government of the developed countries at the subsidized rate (Omoyefa, 2008). Yet this menace of provision of quality service to the people after a lot of intensifying effort by past government defied solution. This are the areas that the present study seeks to addressed.

Bayo (2012) observed in a similar direction that for better result and modern service, the government in the past has initiated reforms aimed at improving better service yet, the service remains unproductive and suffers a setback. Again, evidence from reforms initiated at various stages of governance and their findings is a clear indication that reforms in the past did not achieve the set objectives. Beetseh (2014) support the position where he found that the major obstacles facing Nigeria civil service are that of “rules and regulations”. Most especially, as it was attributed to the calibre of persons employed to work in the civil service. Again, the study suggests that this issues can be addressed if government embark on good reform of civil service delivery. This is the major reason that warrants this study.

Furthermore, this issue of provision of services to the citizens have posed many challenges to every regime that comes into power to experiment and initiate reforms or measures to restructure the public sector. United Nations Economic Commission for Africa 2010 report, recognised that Nigeria civil service system have had three political experiences. A good example of those instances is; the colony, military and civilian and that each of these has not properly transformed the needed developmental services to the people (Omitola, 2012).

Previous Researcher, Eme and Andrew (2013) studied civil service and cost of governance in Nigeria. Sequel to the National Broadcast on June 18th, 2003, by the then president Olusegun Obasanjo drew the attention of the Nigerian people to several issues of national importance. In fact, part of the issue was resources utilisation in the management of the economy. In addition, Ojeifo and Alegbeleye (2015) observed in the same direction that the cost of governance in Nigeria have risen with the resultant effect such as stagnation in terms of both national and sub-national debt, balance of payment problem, unemployment, and underperforming industries and son on. This prompted the president to set up a presidential advisory committee to look into the issue and how to address these problems. T Y Danjuma and much later Oransaye's committee and others led the committee. For the purpose of this study, Oransaye's committee formed the main discussion in this aspect. The committee express their concern on the consistent increase in the cost of governance and suggested to the president to reduce the number of ministries, departments, and agencies MDAs based on their findings.

Furthermore, the recommendations presented to the president indicated that government must reduce the number of ministries performing similar functions. Examples of those ministries are; the Nigeria Maritime Safety Agency, NIMASA, whose functions are claimed to be duplicated by Presidential Implementation Committee on Maritime Safety and Security, PICMSS. Many agencies are duplicating the function of special fraud unit of the police, the Economic Financial Crime Commission, Independent Corrupt Practices and other related offences Commission. Also, the Federal Road Safety Commission performing the function of Vehicle Inspectorate Officer (of the Federal Ministries of Works and Housing), and the same with Nigeria Security and Civil Defence Corps (p.36-37). All these security personnel mentioned were said to perform a duplicated role.

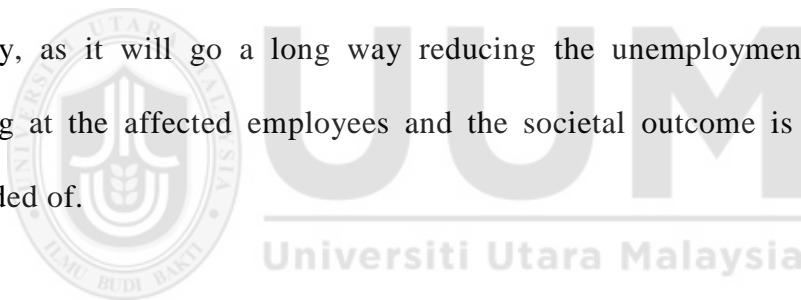
Again, the data for this, are sourced from Nigeria office of statistics NOS, Central bank of Nigeria CBN, Statistical bulletin SB, as well as from the United Nations development programme UNDP. However, in 2010 national budget stood at NGN 4.6 trillion or USD 28.75billion just for paltry sum of NGN 1.8 trillion or USD 11.15 billion was embarked for capital expenditure. In the same vein, in 2013, out of a total national budget of NGN 4.92 trillion or USD 30.75 billion only, the sum of NGN1.5 trillion USD9.13 billion was voted for capital expenditure (Iyoha, Gberevbie, Iruonagbe & Egharevba, 2015).

Consequent upon this, the Federal Executive Council (the highest decision-making body) promised to look into the suggestions put forward by the committee. These are issues showing the present scenario of Nigeria state with a

view on how to address these problems. Notwithstanding, the committee has tried in their suggestions, however, the claimed made by Oransaye's committee report that within (MDAs) some ministries perform duplicated functions as the case may be, is not the focus of this study but rather it shows government effort at reforming the civil service, therefore, certain steps that needed to be taken must be noted.

To debunk the claim made by the Oransaye's committee, the action taken on merging and scrapping of ministries is faulty. Instead, decentralization, and devolution defined as the transfer of responsibility, authority and resources through delegation, deconcentration from the national government to the lower administrative unit (Debrah, 2014). McCourt (2013) is of the same opinion where he identified two major forms of decentralization, political decentralization and administrative decentralization. Political decentralization can be refers to assigning of public administration functions to an independent state, within its own area of jurisdiction. This one involves assigning of staffs and functions with a lot of human resources implication. While administrative decentralization, is also known as managerial devolution or deconcentrating and this is further divided into two categories, the first one deals with territorial in a given geographical entity with workload and the activities are moved away from the centre to that new office. The second category talks about the functional, and this is a situation where the authority is delegated to a lower administrative unit (Turner & Hulme, 1997).

However, in this study, decentralization connotes the transmission of power or entrustment of responsibilities to other units of government for ease of administrative process. The reason for the decentralization is due to the present state of the Nigerian economy and the hardship on how families are to feed three times daily. Secondly, the employees who will be relieved of their services and how they are to cope with the demands of life are issues for the government to take cognisance instead of scrapping and merging of ministries. Based on the above reason, decentralisation is the best option. More so that, it is another way of allowing the MDAs to function and sort for another avenue of meeting up with government responsibility. Again, decentralisation creates more job opportunities by accommodating a reasonable number of the unemployed in the country, as it will go a long way reducing the unemployment rate. Finally, looking at the affected employees and the societal outcome is an issue to be reminded of.



Another area of concern, the discussion among scholars in this study shows that most of their views are diversified and controversial in relation to the issue of service delivery, in a government establishment Bayo, 2012; Chiehiura, Secism and Okoro 2016 are of similar view that the inability of civil service to provide the basic needs to the people, as well as institutional transformation have been a challenge over the years. As a result, Olaopa (2010) observes the problems as inadequate staff welfare, improper coordination, and removal of standards for managing the behaviour of the civil servants.

In addition, Bentil (2004) attributes the problem to the inability to link reforms with the genuine needs, the absence of institutional support, clarity of focus and content. Brosamle (2012) observes that reforming the civil service seems to be a difficult task where success stories are scarce. The previous study has found that one of the challenges facing civil service reform is attributed to inadequate empirical data in determining administrative quality. As a result, it was concluded that the study requires detail-rich data. Hence, it was argued that descriptive data on institutional design as oppose to perception-based indicators, and coupled with data on the bureaucratic heritage are the issues. However, previous study makes use of quantitative research design along with some key variables to establish the relationship.

Again, the previous study was based on objective reasoning adopting the methodology stated above while the issue requires the subjective perception of the phenomenon leading the present study to conduct an in-depth interview with the direct beneficiaries to find out if the civil service reform in the past were able to deliver improved service to the people.

Furthermore, in line with the IMF and the World Bank assessment, that despite the huge amount of resources that have been committed at reforming the civil service over the years the set goals have not been achieved. As the problem of the civil service not achieving the intended goal was attributed to issues such as low professional standards, weak government structure, accountability, poor performance, inability to link reform with genuine needs, the absence of institutional support and lack of clarity and content (Bentil, 2004; Olaopa, 2010).

Finally, the study would focus mainly on reform of service delivery (SEVICOM). The reason being that the previous study attributes the failure of past reforms to the government not involving the workers in reformation. However, Abdullah (2010) described reform of service delivery as the mother of all reforms. Again, it was found that service delivery is both the subject and the object of the reform, this account the reason why is been described as “the mother of all reforms”.

Also, to give more support to the justification of selecting service delivery reform. Service delivery is all about service compact, which is abbreviated as SERVICOM, which indicate that government is the sole provider of services to the people. The present study stands to ask, if government truly provide services as been mandated by the constitution of Nigeria, 1999 to be specific or are people benefiting from this reform or who is to blame? This question can be answered through an in-depth interview (Creswell, 2013).

1.3 Research Questions

The following are the research questions:

1. Why reform needed on service delivery (SERVICOM) is required in Nigeria?
2. What are the challenges of reform on service delivery in achieving the desired objectives?
3. What are the solutions to the challenges of service delivery reforms identified?

4. What do the reforms of service delivery contribute to the improvement of civil service in Nigeria?

1.4 Research Objectives

The following constitutes the objectives of the study: -

The basic objectives of this research is to analyse the reform on service delivery (SERVICOM) using public officials of the selected ministries as the unit of the analysis, specifically, the research seeks to address the following

Objectives: -

1. To explore the reason for reform on service delivery in Nigeria.
2. To investigate the challenges of reform on service delivery in achieving the desired objectives in Nigeria.
3. To proffer solution to the challenges of reform on service delivery in Nigeria.
4. To explore what the reform on service delivery has contributed to improvement of the civil service in Nigeria.

1.5 Significance of the Study

The study would be of immense importance because it inculcates theoretical, practical, methodological and conceptual contributions. Firstly, from the theoretical stands, the study builds upon the existing theories, which the contributions would be of importance to other countries especially the Africa countries, shall be able to share knowledge on reform of service delivery. Secondly, theoretical contributions would be on the relevance of the bureaucratic theory, public choice theory and system theory. Thirdly, the practical

contribution is based on interview conducted directly on the appropriate individual's participants, which their new information helped to provide an appropriate guide for possible recommendations in this study. More importantly, the information in this thesis would serve as a guide because most of the issue raised are practical in nature.

Fourthly, the methodological contribution of this study is the use of qualitative approach using in-depth interview, which has to do with the face-to-face, and focus group discussion aimed at providing subjective answers in relation to study that has been subjected to objective reasoning with the aid of a questionnaire. Fifthly, the conceptual contribution the researcher review some concepts to demonstrate how these factors such as duplication of function, lack of institutional support, poor coordination, understaffing, lack of government commitment, and economy policy would be address collectively in order to advance the reform of civil service delivery. Sixthly, to make the study serves as references materials to the policy makers and other interested users.

1.6 Scope of the Study

The study explored reform on service delivery (SERVICOM) within the federal ministries, departments, and agencies (MDAs) in Abuja, Nigeria. The reason for selecting reform of service delivery is the fact that it cuts across ministries, departments, and agencies MDAs in Nigeria. However, selecting service delivery reform is in line with the mandate of the democratic governance as regard to service provision. Moreover, to some extent civil service reforms carried out within this period are subjected to democratization. Again, most of the reforms

done followed legislative proceeding of the national assembly and coupled with the directive from the office of the president. In addition, within this period many committees on reforming the civil service were constituted.

A good example of such committee T.Y. Danjuma led committee on repositioning the civil service and Oransaye's committee on restructuring and repositioning of the civil service (Okorie & Stella, 2014). Selecting Federal ministry of finance, Head of civil service of the federation and Federal ministry of education. The study only covers personnel departments, account departments, and SERVICOM unit of the selected ministries. The study would focus on the dimensions and challenges of civil service reforms in Nigeria with the view to finding solution to the critical situation. Reason, according to the Nigeria civil service rules enshrined in the 1999 constitution of the federal republic of Nigeria, this sub law empowered these departments selected with the responsibility of staff matters as it relates to the issue of career development, staff training, manpower development such as attending seminars and workshops to acquire knowledge. If the experience is properly put into use, it would aid in civil service reform process.

The welfare of staffs such as payment of salaries and other entitlements are handled by these departments selected. This in turn helped to motivate staffs to put in their best while working in public service, above all, the reform process of civil service would be enhanced. The unit of the analysis is individuals within the organization they were selected based on their roles and experiences most especially the top ranked public officials that have put in not less than five (5)

years in service (Burgess, 1996). Their vast knowledge in these ministries and the first-hand information provided would contribute to the study. While the representative of the NGOs and that of the unions are randomly selected due to the fact they are directly affected by the government policy.

Their roles in nation building includes; Training and manpower development; this involves capacity building program, i.e. attending seminars and workshop to acquire training. Career development; this aspect deals with the promotion of staffs, which must take place as and when due, High morale and welfare of public servants; this aspect emphasises the welfare of the civil servants. SERVICOM unit aid in conducting complaint from government departments and at the same time managing customers' expectation in regards to service delivery. Responsibilities and duties assigned to this office assisted in getting a reliable data. Detail of this would be explain further in the subsequent chapter in this study. The information provided assisted in getting a reliable data.

Data were collected using qualitative research design. In-depth interview i.e. Face-to-face interview and focus group discussion were conducted with public officials of the selected ministries while NGOs and the representatives of the unions were based on face-to-face interview and to be supported by secondary data. All these ministries selected are in Abuja, Nigeria. The proximity of these ministries could aid in getting a reliable data. In fact, these ministries selected are the life wire of civil servants while spending their time working in government establishment and of course, one of the areas that government pays much attention as far as reforms of service delivery is concerned.

1.7 Operational Definition of Terms

The keywords are as follows;

Reform: According to Obasi (1993) in Eme et al. (2011), reform refers to changed introduced in order to totally eradicate certain identified features that are detrimental to the existing operation of an organisation. Reform in this study refers to government efforts at restructuring the institutions that are facing serious deteriorate and prevent it or, slowing it down in the achievement of its goals that will enhance the system to assist as a device for development. In addition, reform is being considered as the strategy used by the government to transform the entire service and provides the needed developmental services to the people.

Civil Service: Ademolekun (1983) agrees that civil service to be “the body of permanent officials selected to assists the executive in expressing and implementing governmental strategies. The above indicated that the civil service comprises workforces of the ministries and extra-ministerial department and agencies that are salaried through regime purse. These workers are openly overseen by the civil service rules and regulations and other government regulations such as the constitution of the federal republic of Nigeria to be specific 1999 constitution (Ezeani, 2005). However, for the purpose of this study, civil service comprises of all servants of the Federal ministries, departments and agencies MDAs in Nigeria.

Public Service: Public service can be defined with reference to the provision of the constitution as enshrined in section 277 (91) of the constitution of the

Federal Republic of Nigeria of 1979 now section 169 of 1999 constitution. As circumscribing the “civil service (Ministerial departments), statutory corporations or parastatals, judiciary, legislature, educational institutions, financially wholly or principally owned by government of the State, Local and Federal levels, Nigeria Police, or Armed Forces, or other organizations in which the Federal or State governments owned controlling share or interest. In Nigeria, Country’s government bureaucracy is the public service. This is because government at whatever level the policies, programs, and projects are implemented via this instrumentality of public service”. Onuoha (1993) defining public service as the employee of government that is burdened with the duty of applying government policies. But in this study, public service would be considered as staffs of the federal government.

Bureaucracy: According to Eme et al. (2011) bureaucracy is a term used more or less synonymously in civil service and public service. These terms are often used interchangeably when it comes to public sector governance. Again, these terms serve as an avenue where programmes and policies of the government are actualised. For the purpose of this study, these terms are considered same in their application.

Decentralization is defined as the transfer of responsibility, authority and resources through delegation, deconcentration or devolution from the national government to the lower administrative unit (Debrah, 2014). However, in this study, decentralization connotes allocation of functions/duties or resources to other units of government.

Improvement: Improvement According to Elekwa and Eme (2006) in Eme et al. (2011) the word improvement means to make “better” the concept is value loaded. The reason is that; one man’s improvement may be another man’s deterioration. However, for the purpose of this study improvement is seen as introducing a changed that will transform or leads to a better service delivery. In addition, improvement connotes the ability of the government to introduce measures to increase the living conditions of the people. Improvement means the ability of government to fulfil her constitutional responsibility by providing better services to the people in an affordable way or at a reduced cost.

Service Delivery: Can be understood from the perspective of Abdullah (2010) who described service delivery thus “no reform by the government would succeed unless it brings about improved service delivery in a specific aspect of the life of the people”. He went on to state, “Therefore, whatever reform embark on, service delivery is both the subject and object of the reform. Without improving service, no reform would be said to have been successful. Therefore, SERVICOM is the mother of all Reforms” (p.11).

Furthermore, service delivery or SERVICOM in this study can be said to mean the existence of a synergy that exist between the policy maker (actors) that are engaged in public policy of service provider and the clients (the people). The service so provided is the state responsibility. Examples of such services are health services, infrastructures such as (sanitation and water, good roads network

and bridges) and the protection and preservation of security of life (police and justice) and property of the citizenry (1999, FCN).

Service Delivery Failure: Can be seen from the perspective of Andrews, Boyne and Enticott (2006) whose work revealed that in United Kingdom (UK), the central government has come out with strategy for analyzing and classifying public service delivery outcome. This approach take cognizant of performance based on the decisions of the organization rather than the external circumstances. In addition, the study found that the primary cause of failure in service delivery is management. While Oliver (1991) observed in the same direction that service delivery failure is attributed to mismanagement. Furthermore, it was discovered that poor performance could be traced to public officials in relation to the concept of administrative accountability. Therefore, in this study, service delivery failure is at the discretion of service provision by the government to her citizens.

1.8 Organisation of the Thesis

The thesis is prearranged into six chapters, chapter one; provides the background of the study which covers statement of the research problem, research questions, research objectives, significance of the study and the research scope. Chapter two; provides literature on civil service reforms in Africa countries in brief. A good example are; the Tanzania experience in reforms, Ghana comprises of Anglophone, Francophone speaking countries, Uganda, and Nigeria. Thereafter, try to review the approaches usually adopted by scholars in exploring the reform of civil service after the independence (the military regime) and the civil service reform (civilian administration) and try to compare both reforms made. The

study would further look at the origin of SERVICOM in Nigeria federal ministries departments and agencies MDAs. Again, review past studies on reform of service delivery SERVICOM. More so, conceptual discussion on the civil service, the political system and public administration in Nigeria, structure and the composition of the civil service and its functions. Lastly, political and administrative channels as well as the roles of the agencies are reviewed. Chapter three; review the theoretical framework and the existence body of literature about the bureaucratic theory of Max Weber, the public choice theory of Buchanan and system theory of David Easton. Chapter four; provides the methodology for data collection and analysis, which covers the research design, research paradigms, interview method were adopted, sampling technique, informants interviewed, pilot study and ethical consideration as well as the method employs in analysing data generated. Chapter five; provides data analysis and results which covers the instrument used in data collection as well as the techniques employed to get data and how the coded data was transcribed using thematic analysis of data. Then, NVivo 10 software was used to facilitate the process of analysis of data. Chapter six, the study provides discussion of findings and recommendations of the study, in this chapter, the study summarised by drawing a conclusion and future suggestions were made.

CHAPTER TWO:

LITERATURE REVIEW

2.1 Introduction

This chapter reviews the literature, documents and reports that are relevant to the investigation of the reforms in Africa countries. A good example of such countries are; Tanzania, Ghana, Uganda, and Nigeria. Thereafter, review, the approaches adopted by scholars in exploring the reform of civil service after independence (military regime), and civilian administration in Nigeria, and discuss further by comparing the reform of civil service carried out during the military regime with that of civilian administration in Nigeria. The study will further look at the origin of service delivery (SERVICOM) and review past studies on the service delivery within the Federal ministries of Nigeria. More so, conceptual discussion on the concept of civil service, prospects and challenges, the political system and public administration in Nigeria, structure and the composition of the civil service and its functions. Lastly, political and administrative channels as well as the roles of the agencies are reviewed.

Madinda (2014) wrote on reforming the government structure (civil service) in Tanzania, the study found that the adoption of the reform were done without substantial information since the people were not consulted. It was discovered that in Tanzania most of the employees of government were not capable of adopting to the new change brought about by the reform and that they were contented with the old way of handling job. The study argued that introduction of E-Government to public sector posing challenges in the area of substantial technology costs, limited skills, and capacity to carry out the official function of

the service. In other words, reform in government structure were not properly done.

More so, introduction of change in public sector has a lot of managerial problems as identified by the review, the change brought about office equipment, new skills, new professionals, new office, and procedure of handling things, new structure and legislature laws. Therefore, the study recommends that in order to make this change happen government must provide all this equipment and many others (Madinda, 2014). Apart from the responsibility of government for the outcome of the change, they introduced which sometimes it could be negative result not as expected. A good example of reform in Tanzania is the rightsizing and downsizing workers to avoid red tape and unnecessary delay in service delivery. As result, it was found that many workers were redundant and retrenched which led to a rise in unemployment in Tanzania public service (Sharma, 2007).

The Tanzania experience in reform of public sector is similar with the civil service reform introduced in Nigeria to be specific during the administration of the then President Good luck Ebele Jonathan and spearheaded by the FCT Minister Alhaji El-Rufia on MDAs. Where the Minister order for a head count exercise as result corruption persuaded by the top public officers of the MDAs (El-Rufia, 2011). Another problem identified in the course of the review, is reforming the public service with the introduction of e- government, it was discovered that information technology (IT) created a very wide gap between those who can make use of the internet and those who do not have internet access especially the villagers. Hughes (2003) is of the same opinion that while

people are connected to internet this shows the level of growth and while there are still many in the society that are not connected and cannot be connected.

Also in public service of Tanzania, it was discovered that there are problems of contract out and outsourcing. This reform has opened room for corruption, nepotism, and conflict of interest among the actors Sharma (2007) argued that many contracts awarded were given to a wrong party because of corruption. Again, it was discovered that the procedures within the public service were not followed, and coupled with inadequate machinery in handling the job, then, making the contract to be awarded to the wrong people. Furthermore, in line with the review, it was argued that the companies handling the contract needed to be monitored to ensure that jobs are done to specification. Finding revealed that Tanzania experience in terms of change were very unpleasant as corruption was identified as the major challenges affecting the improvement of service delivery.

The corrupt level was traced to a contract given to a company that never existed, it is just a dummy that could not manufacture anything (Tzaffairs, 2010; in Madinda, 2014). Lufunyo (2013) highlights the reforms that was carried out since independence in Tanzania and the reforms are in the areas of economic, political and administrative. It was revealed that all these reforms introduce were because of the peoples' demand and for government to response to the requirements of the public at that point in time. Therefore, it was found that these reforms is with focus to make sure public sector is able to deliver effective, efficient, and quality service to the people.

Tanzania, in 1961 up to 1966 the government adopted a movement called nationalistic approach to all major means of the economy, politicization of the army, proclamation of one party state, and decolonization of the administrative system (Mushi, 2000). These were just a few to mention out of the numerous reforms that took place by the independent state. Arusha Declaration of 1967 upholds to the view that Tanzania witness an expansion in the areas of the economy via the role of the state. Enterprises in the state whether created newly or expropriated from the private sector were used as a propelling force for economy growth. Furthermore, it was revealed that the wealth derived from these enterprises were used to finance the civil service especially in the area of free health care, education, and other public service such as to educate the people as well as provision health facilities to the people.

However, it was found that civil service has increased in the area of staff's strength than productivity. In addition, it was discovered that the institutional environment for civil service failed in terms of service delivery, political interference increased and the civil service were use as an avenue for patronage and influence. Gradually, civil service became the basis for employment for graduates. While production and productivity became lesser.

The study discovered that results in terms of service delivery was not encouraging due to political interference on the part of political officeholders, and that have had a great impact on the civil service, as they are not being accountable to the people, and for noncompliance with financial and administrative regulations. The competency, integrity of the civil service was

affected (Teskey & Hooper, 1999). Again, it was found that the socialist economy failed to deliver the dividends expected, and not only that public finance, that has to do with workers' salary, was affected. Hence, the reward attached to working in the civil service was devalued because of the abuse of public office. Going by review it was discovered that even the professionals and managerial staffs who were saddled to handle both professional and managerial functions left for careers job in another organisation.

At the 1980s, the government of Tanzania wanted to address the challenge of the state by way of breaking the socialist model and give room for third sector institutions. In Tanzania, it was revealed that the mechanism for the implementation was lacking even though the civil service were involved in employing more staff than before for instance, in 1990 (350,000) yet there are no resources to develop and implement new policies. Reforming the civil service becomes a concern and the civil service reform was officially launched in 1991.

Civil service reform programme in Tanzania started fully in 1993 after the objectives have been identified on how to achieve a smaller, affordable, as well as a rewarding and performing civil service. Civil service reform in Tanzania were funded by the third party or donors' agencies such as International Development Association (IDA), United Nations Development Programme (UNDP), Department for International Development (DFID), North American Aerospace Defense Command (NORAD), Netherlands, Switzerland, and so on. During this period of international donor assisted programme, CSRP took another dimension by focusing on the restructuring the overall machinery of

government, regaining control over the pay and the establishment, recapturing the control of costs, retrenching surplus staff, and diversifying the economy by moving towards privatisation and agency creation.

This statement was supported by (Haque, 2001) and that due to the “unprecedented global features in the developing countries, the last quarter of the twentieth century has been privatization, irrespective of economic contexts, political orientation, and ideological position” (p. 1&2). Privatization is more or less transfer of ownership of some of the state-owned companies or enterprises to a private individual (Bortolotti & Perotti, 2007). However, based on these review agencies is more or less expanding the scope of civil service reform programme in Tanzania as compared to the counterpart countries.

In 2000, government of Tanzania implemented 11 years of public sector reforms program (PSRP) and it was revealed that the program focus on four major areas these are; (i) pay reform that focus on the workers welfare such as to improve the salaries, working conditions, and other benefits that is due to government employees (ii) reducing corruption, rationalization of the government bureaucracy and monitoring system (iii) downsizing of public sector through privatization to reduce inefficiency in public service, and decentralization of power to the lower administrative units (iv) developmental planning that reflect peoples orientation for their sustainable development and for the improvement of social-welfare (Lufunyo, 2013).

De Ridder, Emans, Hulst, Tollenaar, Kinemo, Ndikumana and Mafuru (2016) observed in the same direction that Tanzania had undertaken many reforms to promote economic growth and reduce poverty. However, the strategies started with the Civil Service Reform programmes in the 1990s, and many others. The essence of these reforms is to align with the programme of developing the policy objectives enshrined in the National Strategy for Growth and Reduction of Poverty (NSGRP), as carved out of macro policy initiation founded under the Millennium, Development Goals 2015 and Tanzania Vision 2025. This programme is targeted at achieving the high level of growth by institutions of governance and at the same time socio-economic transformation capable of meeting the Tanzanian's need as a middle-income earner country by 2025.

Although, literature upholds to the view that a lot of effort have been put in place to achieve this goal, especially in the area of creating an enabling environment for institutions of governance via human resources capacity development. However, it was revealed that the outcome of such initiative accorded dissatisfaction. For example, evident in the Key Result Area of 6 of the civil service reform emphasized the significance, expected outcomes of leadership capacity development in civil service as part of measures to strengthening civil service delivery and accountability requires an intervention (De Ridder, Emans, Hulst, Tollenaar, Kinemo, Ndikumana & Mafuru, 2016).

In another study carried out by Crook (2010) the study found that after many years of reform efforts and capacity building in civil service delivery, most sub-African states remain in a confused state. Again, it was found that most countries

in sub-Saharan African (SSA) are faced with problems of how to provide and manage economic policy the situation is described as “institutional crisis” and this is not only applicable donor agencies (commission for Africa, 2005) but goes a long way to affects the common Africa men and women in their daily lives. For example, poor education, health services, unhealthy cities, the level of crime and exploitation.

The review shows that this crisis started as far back as 30 years, huge resources were committed to reforms of civil service programs. Yet, it was acknowledged wasteful exercise as effective service delivery has not been achieved. In the same study, take a cursory look at the Anglophone Africa, civil servants salary was reduced by 80 percent between the early 1970s and the mid-1980s (showing the general reduction in gross domestic product GDP per capital) (Van de Walle, 2001; Stevens & Teggemann, 2004). While in Francophone countries the case was quite different it was a deliberate effort at not paying salary, in some cases almost a year resulting in the demoralisation of the economy (Van de Walle, 2005).

Considering the salary difference in Ghana in 1984, permanent secretary were receiving 2.5 percent twice the salary of ordinary clerical staff, of course, it was described as a substantial non-pay benefit (Nunberg, 1994). Civil service at this period were faced with the problem of absenteeism, low morale, corruption and politicisation of recruitment. Other findings discovered that nearly 30 years or more results of civil service reform show successive generations of civil service. Unfortunately, the general view of both consultants’ reports and the academic

literature stood that their achievement has been so limited, even negative result in some areas.

This position was supported by previous researcher that after years of donor funding, the civil service reforms effort has failed to accord the needed success rather it has gone worse. At this point, it is imperative to note that in sub-Saharan African countries, example of such countries are: Anglophone, Francophone speaking countries in Africa, Ghana and Nigeria inclusive, the empirical review described the program to be slow in terms of provision of better services to the people. It was found that both internal and external factors contributed. External were linked to policy-induced and exogenous, which has to do with the exchange rate and trade policies in the bilateral agreement (Collier & Gunning 1999).

The previous study recommends that in order to solve this problem of institutional crisis competence staff needs to be employ. In this regard, the present study will be showing how to address these challenges of the institutional crisis at the end of the fieldwork as it applicable to Nigeria as the focus of the study. Adei and Danquah (2002) observed that despite the historical background in relation to the administration of public sector reforms system in world over, public sector institutions serve as the medium through which government business in the state are managed. Within the public sector is the “civil service” that serves as administrative machinery of government saddled with the responsibility of policy initiation, formulation and implementation of

policies and projects of government via departments and agencies, parastatals and semi-autonomous institutions.

In Ghana, the review up holds that in 1957, the civil service inherited at the independence has been divided into two these includes; the administrative institutions and semi-autonomous body and that in this modern era the system has changed to that of the core ministries, departments and the agencies. By 1992, it was reviewed that the Fourth Republican constitution expand the scope of public service adding to the civil service in order to create room for more (Office of Head of Civil Service). Again, these Ministries, Departments and Agencies of government is made up of Civil service performance improvement programmes (CSPIP) which the main activity and centred on the reform of public sector in the area of re-engineering the structure, and organizations with the mandate of policies on decentralization and service delivery, economic development and public private partnership. In line with the review, this policy adopted by the government of Ghana has the same characteristic with that of Nigeria during the Obasanjo's led administration to be specific in 1999-2007 (Bayo, 2012).

In addition, the Ghanaian civil service were label with the issue of corruption and visionless, human resources, financial management and procurement, policy analysis, civil service were over-bloated in terms of employment, low morale and motivation, work ethics that affect the productivity and performance on the part of the workers, customer's orientation and poor corporate image. This is the Ghanaian experience at mid-1980s as revealed. According to Aye (2001)

observed in a similar direction that in Africa to be specific Ghana, the following factors are the determinant whether failure or success in civil service reform these includes motivation, political administrative commitment, involvement of the civil servants in the reform process. In line with the review, it was discovered that the success was not achieved due to the aforementioned factors.

Nwokoma (2015) observed that in Ghana, public service reform has been on the first priority list of government in order to improve the state of her economy and with the support of World Bank's Structural Adjustment Programme. While in countries like Kenya and Zambia, the rate of development is low and less far-reaching. In those countries the fiscal adjustment driven reform and macroeconomic and fiscal adjustment attain a very high premium on the public reform initiative, despite the introduction of SAP reforms programme that was officially launched in early 1990s (Kiragu, 2002). However, in Uganda, it was reviewed that there has been always a significance public sector reforms with quite number of success achieved especially in 1982. This shows that the most appropriate approach to be adopted by the Africans leaders in public sector reform are reforming of mind/attitude and imbibing the culture of public service or the tradition as the case may be (Nwokoma, 2015).

This is part of Ghanaian experience in reform process. However, Repucci (2014) observed that civil service reform is an uncontrollable programme and still posing challenges to the government and their donor agencies today worldwide. Its effect is not only on the essence of government existence but in the most sensitive and protected part. In line with the review, both developed and

developing countries civil service is the lifeline of the state most especially in the area of supporting or undermining the system of governance (Oyedele, 2015). In another development, one of the role is to support other type of reforms.

Meanwhile, the study found that civil service reform in terms of its history could be seen from three dimension. The role of donor agencies in institutional development, as they began to see the ,impact of reform and the failure of many aid programmes after the collapse of communism, and the last phase talks about the unintended results that had made the donors to be more focused on accountability of the system and support the implementation of the reform process.

In a nutshell, civil service reform involves human resources remuneration, downsizing and operational efficiency which entails public sector reforming or public administration, leadership and policy making, financial management, but review discovered that service delivery always have the least attention from government it then means that there is need for more reform on service delivery especially within the countries of Africa. However, most analyst do talk about the weakness of the reform when compared with financial management. The weakness is measured in terms of meeting the set objectives and the inability of the reform to improved service (Evans, 2008).

Moreover, it was reviewed that civil service reform failed to improve service due to the following reasons; the conflict interest of the actors or stake holders,

interdependencies, and complexity nature of the system, the ambitious nature of results, sensitivity of the changes made, absence of theoretical model to guide the process, consensus of what should be considered as the reform objectives and the approach to use to monitor reform process (UNDP, 2004; Evans, 2008; Scott, 2011). Irrespective of these reasons it was discovered that civil service suffers misguided at their worst and best at ad hoc. Repucci (2014) argued that civil service reform requires approach that take cognizance of so many factors such as the reform context and the design, the policies of the human resources management, institutional framework, legal framework, and the ability of the reformers to craft the approaches use in order to maximize effectiveness.

According to Andrew and Bategeka (2013) observed that in Africa, Uganda has been named public sector reform leader. Reason being that Uganda was among the first countries to initiate reformation in public service in Africa continent and not only that by early 80s it adopted so many interventionist approach such as medium- term expenditure framework, public expenditure tracking surveys, independent revenue agencies and a result oriented management mechanisms. In the cause of the review it was found that the effort of government to find lasting solution to the problem of civil service reform could not made a greater impact as expected. Again, it was discovered that most of the reforms made suffer from poor institutional function and low impacts, new anticorruption laws are not implemented, and it also discovered that the major problem was hinged on corruption as the menace continues budget were not executed which later affect the public expenditure of government as less revenue were collected by the agencies.

More so, during the era of Museveni's as the president of Uganda, review shows that his administration witness malfunctioning in public service, inherited from his predecessor. Example of ills of maladministration are; bureaucracy, and red-tape which slow down service delivery to the people, over-bloated civil service with excessive power, motivation in public service which has to do with health workers and teachers was low, there was no clear cut for government to follow in terms of administering, large debt and unsure spending, coupled with limited revenue generation to upset the accumulated debt or engaging in some public sector projects, and corruption was on the increase.

Moreover, on a long run the resources for government to fulfil her constitutional mandate by providing infrastructures to develop Uganda were not available. Based on this report it seems that Uganda had a similar experience in reforms of public service as in the case of Tanzania, Ghana, and Nigeria as the focus of the study.

Henry Muganwa Kajura one-time Deputy Prime Minister and Minister of Public Service of Uganda had a contrary view from Museveni's when he said that public service in Uganda at the attainment of independence in 1962 was accorded a success. Especially in the area of administration and that, a small public service workforce was inherited from his predecessor such as patriotic, incorruptible, loyal, efficient, committed, honest and dedicated. Elaborating on this statement civil servants have access to a well secured job, health care, housing, paid leave or leave bonus, security of job after confirmation, good retirement benefits, free from political harassment and many others.

Furthermore, the minister maintained that most countries of the world both developed and developing had undergoing a re-evaluation of state and public service within their domain. It was further observed that effort has been put in place in the area of competition and financial mobility, political decentralization, impact on global markets, the increase use of information, education in ICT and the deteriorating state of their economy.

However, in the course of the review, it was discovered that the current global crisis in terms of political, economic and social necessitate government of the developing countries to divert from centralized and corporate planning to a more pragmatic approach that is centred on the principle of effective management and enterprising. With this, there is diversification of state role from being a principal agent of both the economic and social development to that of a facilitators and guiding development in order to attain effective and efficient global integration (Nantulya, 2006).

In another development, the review showed that other changes were made by cutting down the expenditure of government so as to reduce the size of the public service functions and services to non- Governmental agencies either on a full privatized or partial privatization. Also, they had been redefining the administrative and political relationships in such a way to ensure increase in accountability via the introduction of Result-Based Performance Management System. It was noticed that the impacts of managerial autonomy and resources

control, creativity and responsiveness to customers and flexible staff enlistment criteria are being felt, among the developing countries of the world.

In line with the review it seems that in Uganda public service reform emphasized on cost effectiveness, organizational culture, a good performance managerial style that portray effective customer's orientation, service ethos, human resources development and management. This has been put in place to enhance participative management styles and innovations gearing towards satisfying individuals and groups with the use of appraisal and incentive systems as well as reforming budgetary system in order to make it more resourceful with dependency on information technology and computer information. Nevertheless, the review found that due to countries slide the public service inherited were not devoid of political uncertainty (Nantulya, 2006).

Within five years of independence, the military took over the leadership of Uganda leading to the suspension of the constitution. Thereafter the regime was accompanying by bad governance providing leadership that lacks direction and commitment to the reforming of the public service delivery, between 1966-71 was purely a military rulership single handily handled by the Head of state who appoint and dismiss at will. There was nothing to call public service commission since it has been suspended on assumption of office, along with the annulment of the 1966 Constitution.

As it is, in Uganda, Robinson Mark wrote on the political economy of governance reforms, and the review discovered that the reform effort is geared

towards result-oriented management as a panacea for improving the efficiency in payroll and pensions reform. A payroll reform was initiated mainly to improve, regularized the efficiency of salary payments for public officials, and established an integrated personnel and payroll system. The review found that, this programmes were introduced to curb unauthorized payments, salary delay, and irregularities because of computerization of the payroll. While pension reform was initiated as a new contributory measure which the public servants are to invest at least 10% of their salaries. It was discovered that this payroll reform and pension's reform in Uganda, have the same characteristics with that of Nigeria during the regime of El-Rufai as the minister of federal capital territory FCT and president Obasanjo led administration, where the minister was directed to conduct a head count exercise on MDAs (El-Rufia, 2011).

However, the latest approach in the case of Uganda, it was found that the capacity and performance programme anticipated as a demand which individual has a right to submit bids for building capacity and funding on competitive basis. Invariably, it means that the highest bidder takes the lead. Again, it was discovered that Uganda civil service reform programme and that of other countries within Africa continent are similar in operation and management. However, the only difference is fact that there is high level of commitment on the part of the actors or the government, which is demonstrated through the establishment of the presidential commission to investigate the reforms initiatives before the official launching of the programme. A good example is the regime of Museveni's the then president, it was found that Museveni was fully in support of the reform initiatives simply because of technical and political

reasons. It was also discovered that effort was put in to rebuild state mechanism through the instrumentality of pursuing new reforms management, and to lay off the civil servants that has been nominated under the Amin and Obote regimes who could serve as a threat to the reforms initiative and the same time his political agenda (Robinson, 2006). To this end, reform of civil service in Uganda can be described as on unstable because of the effect on developmental stride.

However, it was argued that public service in Africa remained a veritable tool for government to implement its developmental goals and objectives. (Fatile and Adejuwon, 2010; Aladegbola & Jaiyeola, 2016). With the findings of Andrew and Bategeka (2013) and others it can be said that most of the countries in Africa continent had a similar experience in reforms of public service but for this study Nigeria is been selected as the focus of this study. Wescott (1999) conducted a study on the guiding principles of civil service reform in Africa. The study focuses on the awareness campaign for a special programme of Assistance (SPA) for Africa countries, as an instrument to get aid from the donor agencies. In the course of the review, it was found that the problem facing most of the civil service reform in Africa countries Nigeria inclusive, there is a need for urgent attention in addressing the menace.

It was further stated that this depends on the role of the state and taking into cognisance issues such as government commitment, economic reform, decentralisation, pay and incentives, service delivery, ministerial restructuring, capacity building, aid mechanism, and change in the management process.

However, the study concluded that in most cases depending on a country's capability and political factor to manage reform, for such framework to gained fully attention and implementation it can take up to 10 -20 years.

The empirical review shows that civil service reforms are study as an art, not a science (Wescott, 1999). Base on the position of the previous researcher, that says reforms general is an "art, not science," there is controversy as regard to the field of study. For this reason, this study was carried out using in-depth interview and focus group discussion to get rich and robust data that can assist reform of service delivery in Nigeria.

Olowu (1999) also study redesigning African civil service reform. The study found that many African countries over time, has been engaging in several reforms initiative since 1980 yet, the reform did not accord a success as the failure were attributed to leadership, human resources management, related governance and merit pay, strategy for mobilizing resources for reforms of (CSR) and implementing the said reform. The study recommends that for African (CS) to be better the issue mentioned above must be addressed.

Conclusively, review of literature shows civil service reforms in Tanzania, Ghana, Uganda, and Nigeria as the focus of this study. However, it was found that civil service reform programme within the aforementioned countries of Africa as reviewed share some similarities in terms of operation and the management, and they both suffer similar challenges as well, based on the review of the past studies. Notwithstanding, the only slight difference is fact that in some country like Uganda, as revealed, there is high level of commitment on

the part of the actors or the government, which is demonstrated through the establishment of the presidential commission to investigate the reforms initiatives before the official launching of the programme. A good example is the regime of Museveni's the then president (Crook, 2010).

Although, it was argued that Museveni was fully in support of the reform initiatives simply because of technical and political reasons. It was also discovered that the intension was to rebuild state mechanism through the instrumentality of pursuing new reforms management, and to lay off the civil servants that have been nominated under the Amin and Obote regimes who could serve as a threat to the reforms initiative and at the same time his political developmental agenda (Robinson, 2006).

2.2 Reform of the Nigeria Civil Service During the Military Regime

In a study carried out by Anazodo et al. (2012) the findings revealed that Nations all over the world are in a race on how to achieve efficient and effective service delivery including Nigeria. Based on the colonial experience the nature of civil service adopted in Nigeria by her colonial master is narrow in terms of scope, therefore, at the independence, it was found that 30,000 were the staff strength of the federal civil service and this kept on increasing and by 1990s the increment went on to 200,000. Again, it was found that the size of the civil service was able to accommodate up to 87% of the total government revenue. Literature upholds that colonial influence is a factor in this regard.

Furthermore, review shows factors that affect reforms in this period example of such factor are; improper accountability, the practice of impunity and corruption among the government workers. Also, during this time the corruption level was very high to a point that when Murtala Mohammed assumed the leadership position as the head of state a panel was set up to investigate governors and other public officials that served during Gowon's administration. The outcome of the investigation reveal (10) out of the twelve governors their assets were sized, the anticorruption war was deployed to the whole of the civil service in the country. This reformation led to the retirement of over 10,000 civil servants worldwide.

The previous study recommends that there is a need for training and re-training of staffs, recruitment and placement should be based on competence. With this, the present study will incorporate these factors into this study in order to address the issue mentioned by the previous study. Previous Researcher Bayo (2012) observed that past government has initiated reforms aimed at enhancing the civil service. Yet, it was found that the civil service remains inefficient. Again, the study discovered that federal civil service of Nigeria has been faced with numerous problems such as low professional standards, weak government structure, weak accountability, poor productivity, over bloated staff structure and others. Eme et al. (2011) posit that introduction of federal character has contributed to the problem of inefficiency and ineffectiveness in the Nigerian civil service.

Thus, this position was supported by (Salisu, 2001) that in Nigerian civil service's experts, technocrats and top echelons of these bureaucracies are not

recognised because of ethnicity, religion and class differences. Notwithstanding, civil servants within the organization and the political appointee tend to politicise the activities of the state by their act and as result of introduction of government policies and programs. A good example is the recent government policy that aimed at reducing the tenure and the position of permanent secretaries to eight years irrespective of person's age or duration in service, this has generated a lot of controversy in the civil service of Nigeria. Okotoni (2003) and Ekpo (1979) agreed that this act includes extortion, nepotism, bribery, and corruption are perpetuated by both the junior and senior workers. Therefore, violating the norms of duty and the consequences suffered by the public. The workers looked at gratification and corruption to be a usual practice in Nigerian civil service.

In another development, Adetula, Kew and Kwaja (2010) observed that on assumption office of the then president of the federal republic of Nigeria, to be specific in 1999 his intention was to transform the economy of Nigeria by introducing a good number of reforms. Those reforms are: reforms in the area of political and social development, reforms of the military, anticorruption reform, macroeconomic stability, restructuring the banking sector, and many others but review shows that those reform were more less in theory as the objective is yet to be released. However, Bayo (2012) outline the reforms carried out during the military regime in Nigeria. These are:

(i) Morgan Commission (1963) Elwood Grading Team (1966)

In 1960, part of the struggle of the nationalist towards independence was indigenization of the civil service. Nigerian leaders that are fronting the movement implement Nigerialization policy to replace the British official who were serving in Nigeria civil service. The policy was directed towards addressing the problem of manpower, inefficiency, politicization, and wastage of natural resources.

The national strike of September 27th, 1963 mounted pressure on the government to established Morgan commission in order to oversee the issue of unions agitating for new salary structure.

The review showed that the commission does not only worked on salary of a junior officer of the Federal government but also came out with minimum wage for each of the region (El-Rufai, 2011). The review of the Morgan commission generates into Elwood Grading Team. This commission was instituted to appoint, identify, investigate cases of grading, and other condition of service relating to posting of staffs in the service of the federation with a mandate to determining the appropriate formula for grading and uniform salaries of officers performing the same duty.

(ii) The Adebo Commission (1971)

The Adebo Panel of inquiry was set up to investigate the existing state of the wages and salaries commission at all level of government in a public service of Nigeria. The assigned duties extend to statutory coperation and the state-owned

companies (Collins, 1980). In the course of the review it was discovered that low remuneration is the factor that led to the senior officers of service to seek for a new Job elsewhere. The commission therefore, suggested that, public service review commission should be constituted to appraise the flacks affecting the workability of the commission. A good example in this regard, the structure of the civil service, the condition of service of workers, the role of the civil service commission. The suggestions of this commission led to the establishment of Udoji civil service review commission.

(iii) Udoji Commission of 1974

The Udoji Commission of 1974 was established to probe the civil service of Nigeria in order to guarantee a high level of development and manpower utilization for the efficiency and effectiveness in the civil service (Anazodo et al, 2012). The importance of this commission was to aid in carry out a comprehensive reform on the entire civil service in relation to the structure, management of the civil service, organization, investigate, assessing the conditions of employment, method of recruitment including pension law, as related to all posts, and institute a new scale of salaries to commensurate with each of the grade as a result of the assessment’.

In line with the literature, it was found that the new salary structure introduced would be applicable to both federal and state civil services, the armed forces, local government services, and other parastatals of government. The commission also suggested that open system of reporting for assessing performance, and establishment of the senior management within the

organization comprising a professional cadre and administrative cadre should be introduced (Salisu, 2001). The importance of this commission is remarkable in its argument on the administration of modern management, procedure and techniques that facilitate the functioning of the institution. The adoption of a new approach that enhances the improvement of the institution such as the introduction of management by objective (MBO) and another new style of civil service based on project managements planning programming and budgeting system (PPBS).

In addition, the suggestions fortify the mobilisation of manpower between the government and private sectors. The commission was applauded due to the remarkable achievement and contributions in respect of service delivery and standard of compensation in the entire civil service (Dibie, 2003).

(iv) Dotun Phillips Commission (1985)

The commission was established in 1988 during the Military regime of General Ibrahim Babangida. Mandated the commission to look at the composition and methods, structure of the service to aligned with the government needs in the 1980s (Omoruyi, 1991). The review found that the lapses and inefficiency in the civil service, and effort was put in place to make change that could ensure the smooth running of the administrative process devoid of red tape, and the commission further suggests that permanent secretary should be replaced by the Director-General (Jain, 2004). The outcome of the commission report, as Anazodo et al (2012) observed that the commission suggests that the accounting officer and the chief executive of the ministry should be made a minister.

However, it was discovered that before the reformation the accounting officer were the permanent secretary. Again, it was reported that the appointment of the permanent secretary was done because of political consideration, thereby making the tenure non-permanent and leaving at the discretion of the President and the Governors. But it was also revealed that the permanent secretary can accept or refuse the offer, and the commission were able to professionalize the civil service because every officer has career choice in the ministry or department, and every ministries were made to discipline, promote, and appoint while some of the ministries like national planning and finance were merged. The recognition of this review gave birth to Civil service reform.

(v) Civil Service Reform Decree No. 43 of 1988

This reform aimed at improving the performance of the civil service without the involvement of the populace. The reform acknowledged politicization of the senior civil servants and introducing changes in the following areas ;(a) Ministerial functions, and the responsibility vested in them as the officer in charge of the ministry (b) changing of position of permanent secretary to that of director general and leaving at the aspiration of the tenure that brought them in, this change is in order to ensure overall management and improved service delivery and so on (Igbuzor, 1998; Bayo, 2012). The reform ushered in the new administrative unit as top. government officials are brought in to support government policies formulation and execution in order to bridge the gap between the government and the civil service in all MDAs. Notwithstanding, the

reforms claims, the issue of accountability, check and balances, professionalism, and efficiency was not achieved.

(vi) Ayida Review Panel (1994)

The reforms were set up in order to assess the previous reform effort and the review showed a reversal of the reforms done in 1988. these includes; the civil service should be re-positioned to the system that is guided by the constitutional authority such as the rules and regulations regarding posts, ministers should be allowed to give directives and as a result, he/she is accountable to the ministry. The review found that they should be installation of the new officer and the officer must be a career civil servants of the organization, and that they should be allowed to occupy the position, installation of the pool system, for professionals' officers for both the ministry and the extra ministerial department be reorganized based on the assigned duties in the ministries and conform to the prescribed rules and regulations that established the ministry.

Previous study suggests that federal financial accountability in the civil service should be improved via strict monitoring of financial rules and regulations, enlistment into federal civil service at the beginning should be based on a criteria of both merit and federal character, but subsequent one should be based on Decree 17 of 1984 which empowers government to retire civil servants without ethical consideration should be re-visited; the retirement age in the civil service should be sixty (60) years irrespective of the years of service; government should arrange the pension of those staffs who leave before 1991 and those who will be leaving after 1991. They should be a review of salaries, allowances and

welfare packages of civil servants and the review should be done annually to commensurate with the effort put in.

2.3 Reform of Civil Service During the Civilian Administration in Nigeria

Bayo (2012) study civil service reform in Nigeria, the reforms carried out during the civilian administration in Nigeria, from 1999-2007. In the same vein, Okorie and Stella (2014) conducted a study on civil service reform in Nigeria focus on 1999-2013. The review found that both studies conducted were almost the same except with just a little difference during the period covered by the later author. The reforms includes;

(i) Pension Reform

Pay reform is a very crucial programme aimed at improving the performance of public sector within Africa countries. However, it was revealed that the argument is centered on adequate remuneration enhanced workers' performance. Furthermore, it was found that pay reform would lead to reduction on the part of workers in the area of seeking for job in a private sector or overseas and at the same time maintaining the performance and integrity of the public servants (Therkildsen 2008). Again, the review shows that pay reform is been described as 'iron triangle' that has to do with the conflicting and reflection in terms of the size of the public employment, budgetary wage bills, and pay levels.

In another development, pay reform in Nigeria context was introduced in order to privatize pension, and established a body to monitor and control the pension fund collected by the pension administrators assigned by the government of

Nigeria. The introduction of the pension reform is the outcome of the regime of President Olusegun Obasanjo. However, the study found that the law to privatized pension administration in Nigeria was made through the pension reform Act 2004. The study also discovered that before 2004, Nigeria social insurance trust fund (NSITF) was in operation and the establishment of this body was made in 1962. This old pension scheme was a reflection of the British colonialism, which was introduced for expatriates. It later extends to some sector of the economy until the 2004 privatised scheme.

However, it was discovered that in 1974, adjustment were made to retain the civil service. In 1993, another adjustment were done to transform the old pension scheme but the 1974 and 1993 adjustment were commendable (Elekwa, Okoh and Ugwu (2011) observed that the fund was meant to pay pensioners. Furthermore, this in turn make the civil service to become more attractive and guaranteed job security. This reform is a factor in the civil service reforms because it ensures that people who had worked in both sectors receive their entitlement as and when due. This is so because workers leaving the service either voluntary or by retirement. In addition, the review shows that the scheme allows workers from both sector. This contributory pension scheme was a reflection of the Chilean pension system practised.

(ii) Monetization Policy

This is a crucial factor in reforms of civil service that enable the government to know the cost of running and maintaining governmental positions. The objectives of this policy are to disallow officials of government from converting

the taxpayers' money for personal aggregation. The review found that the implementation of this policy, offer civil servants fringe benefits that accompany the condition of service. For instance, civil servants' residential quarters were among the benefits from the government to the officers. Payments for the facilities in these quarters such as water, telephone and electricity were being handled by the ministry under the directive of the federal government at a reduced cost.

Furthermore, the government purchased vehicles for the concerns officers and to be remove on monthly basis. Including the domestic's servants were engaged by government expenses, medical allowances including their spouses and children were taken care by the government all this benefits are to be converted into cash by the commission (Stephen, 2011). However, it was review that this policy is a concept aimed at curbing the excesses of government and save money for the developmental purpose and reduced unnecessary wastage and financial recklessness by the political office holders and civil servants. But to the surprise of many, the policy was described as been fraudulent. For example, the officers (National Assembly members) who were occupying the government residence not minding the cost implication they were selling the apartment for themselves. Meaning that the rich are getting richer at the detriment of the poor masses .Notwithstanding, literature revealed that the essence is to strengthening the MDAs for improved service delivery.

(iii) Restructuring of Pilot Ministries, Departments and Agencies MDAs

This is one of the major policy of civil service reforms because it dealt with re-organization of government structure and at the same time, it was discovered that the organizations have been found performing a number of activities that duplicated and overlapping. The review shows that for the federal government to carry out this, it must introduce a policy that can take care of the administrations of the MDAs and this can be realise by re-organizing and re-assigning (El Rufai, 2011). The policy ensured that all MDAs structures are reorganized based on the directive and this was approved on May 16th, 2007 by the federal executive council.

(iv) Down-Sizing and Payroll Reform

This are policy initiated by the government in the civil service of Nigeria, as a result of functions that are duplicated. In an attempt to rectify this, Obasanjo regime started with the downsizing of personnel in all MDAs (Eme, Innocent & Ugwu). During the downsizing process, it was discovered that the civil service was accommodating both skills and un-skills for that reason, the civil servants were not performing up to the expectation and the standard set for the organization (El-Rufai, 2011). As a result of the inefficiency, some staff were lay off from FCSC and a training programme was organised for the disengaged officers accompany with cheques showing the details of payments.

Pay roll reform in civil service is a platform to identify the staffs of MDAs that are not gainfully employed. Federal executive council in February 2006 approved the commencement as an alternative measure by the use of

computerised and biometric database as a way of eliminating ghost workers El-Rufai (2011) observed, “in the federal capital territory (FCT), declared that initial headcount of 26,000, were discovered 3,000 ghosts in the first round of audit. But introducing this strategy of biometric ID and centralised computerised payroll, we found nearly 2,500 who failed to show up for documentation proper”.

(v) Civil Service Rules and Financial Regulations

The civil service rules and financial regulations are in line with the ongoing reforms as a measure adopted to address corrupt practices conceived as a habit and prevailing in the public sector of Nigeria. This policy was initiated and enforced to assess the arbitrariness in the use of laws in regarding the administration of the civil service. Civil service rules and financial regulations came out with a white paper, which was adjusted and approved by the FEC on 9th May 2007 (El-Rufai, 2011). This policy aimed at accountability and transparency in the civil service. However, this was not realized.

Another area of reforming the civil service in Nigeria is the introduction of Transparency and Enhancement of Productivity Policy. In addition, this one was accompany with the introduction of the Due Process Compliance (DPC) principle in 2001 to enable government to design a guideline in contract procurement in the civil service. The review found that the framework is centred on the guidelines on contract awarding process, planning and budgeting, and project governance, and in line with the review, it was discovered that the programme assisted the federal government to saved billions of naira that would have been lost due to contract awarding and procurement (Nwokoma, 2015).

Again, the review upholds that the Bureau of Public Procurement (BPP) was established by procurement Act of 2007 and saved N530 billion due to intervention in over inflated contract sum by the Nigerians (Ehikioya, 2013).

Moreover, in line with the review, the most recent reform introduced by the immediate past administration of President Goodluck Jonathan is the Reinvestment and Empowerment Program (SURE-P) aimed at the utilization of proceeds accrue from the sales of petroleum product in 2012 for the betterment of the citizens. However, it was found that the programme was meant to improve transportation and health care delivery service to the people, empower citizens, creation of jobs and efforts in respect of transparency and management of petroleum products subsidies (Nwokoma, 2015).

Obiora (2014) the study aimed at civil service roles in realization and consolidation of the reform process in Nigeria. The researcher makes use of secondary data to investigate this critical and complex issue facing the reform and the role of the civil service. The study found that Nigeria civil service is situated in such a way that reform process aiming at a sustainable development may not be achieved due to ecological factor. Again, the study found that corruption is one of impediment to an effective civil service delivery in Nigeria. Study recommends that if corruption is being checked along with transparency, accountability, and merit-based recruitment and promotion. Then, the civil service can perform better.

However, the present study will find a way of addressing these challenges using indepth interview approach for data collection. In another study by Chiehiura et al. (2016) the aim of the study is to assess the nature of recruitment and selection practice in relation to civil service reform in Nigeria. The study adopts qualitative research method via triangulation design by the use of documents analysis and interviews. The findings reveal that the inability of Nigeria civil service to provide the basic needs for the people, as well as institutional transformation, has become a controversial issue over the years.

Again, lack of the fundamentals of administrations in the case of Nigeria civil service has over the years influenced civil unrest. However, other writers attributed to the nature and practice of public administration has affected the civil service delivery one of such authors Olaopa (2010) posit that the problems are in the area of lack of staff welfare, improper coordination, and removal of standards for managing the behaviour of civil servants. Looking at the deficiency in civil service delivery, the federal government of Nigeria in the past undertook a lot of reforms in a civil service organization. In spite of the huge resources invested but with little result as expressed. Again, Olaopa (2010) identified the reasons for such issues as ineffective practice, lack of data basement, improper accountability, and absence of effectiveness. In addition, Bentil (2004) made some contributions on the elements as the inability to link reform with the genuine needs, the absence of required institutional support, the absence of clarity in focus and content, blind duplication of outside models and in most cases it was attributed to poor thinking and timing.

Brosamle (2012) observe reforming the civil service seems to be a difficult task where success story are scarce. The previous study found that one of the challenges facing civil service reform is attributed to inadequate of empirical data in determining the administrative quality. As a result, it was concluded that the study requires detail-rich data. Although, it was argued further that descriptive data on institutional design as oppose to perception-based indicators coupled with data on the bureaucratic heritage is the issue. However, the previous study makes use of quantitative research design along with some key variables to establish the relationship. Again, the previous study was based on objective reasoning adopting the methodology stated above. While the issue requires subjective perception of the phenomenon leading the present study to conduct an in-depth interview with the direct beneficiary to find out if the civil service reform in the past were able to deliver improved service to the people?

Furthermore, Bentil (2004) advanced that civil service reforms have not been properly integrated with socio-economic development process not only that, lack of comprehensiveness as a result of past studies that were undertaken. However, to strike at a balance evidence from literature review shows contradictions among scholars. In reality, government effort at improving civil service delivery over the years the outcome has been so discouraging. Based on this development, the present study will adopt qualitative method using in-depth interviews will be conducted directly with the respondents and to be supported by documentary sources. Data will be analysed through thematic and the process of reporting will be Nvivo software. Reason when questions that revolved “How” and “Why” are

asked its qualitative study seeking to explore the contemporary events (Benbasat, Goldstein & Mead, 1987), (Yin, 2013).

2.4 Comparing the Civil Service Reform Carried out During Military Regime With That of the Civilian Administration in Nigeria

In comparing the reforms of civil service carried out during the military regime with that of civilian administration in Nigeria. This can be seen in a study conducted by Okorie and Stella (2014) to start with, civilian administration in Nigeria witnessed comprehensive reforms of civil service. The reason, during this period most of the reform embark upon are subjected to legalisation through the act of national assembly and coupled with the directives from the office of the president. In addition, within this period, a lot of committees were constituted and most of the committee were named after the person that brought them. A good example of such committee Oransaye's and Fike reports and others.

However, it was revealed that during the military regime the corruption at this period prompted General Murtala Mohammed the Head of state, on assumption of office to set up a panel to investigate governors and public officials who served under Gowon's administration. The report of the panel reveals that 10 out of twelve governors their assets were confiscated and 10,000 civil servants were dismissed nationwide. Furthermore, in a civilian administration, the public officials of a higher ranked such as Education Trust Fund, ETF Chairperson, the former chairman of Inland Revenue Service, IRS and Accountant General of the Federation AGF, were alleged of the sum of 40 billion between 1993 and 2000.

While in 2001, 450 million were alleged to be embezzled by a permanent secretary in the ministry of defence. Not quite long the Auditor General of the Federation was asked to carry out an audit investigation and it was found that the issues of over-invoicing, non-retirement of cash advances, lack of audit inspection, contract inflation and release of the fund without approval authority dominated the civil service (Okorie & Stella, 2014). Also, it was revealed that during the military regime in Nigeria the principle of federalism was breached, yielding public administration to a unitary system of government (Adamolekun, 2002).

In military regime, most of the reforms carried out were not directed toward addressing the people's problems. Again, the military regime is characterised with the bourgeoisies or the capitalist whose aim is in what they can gain rather than to provide for the citizens. Again, in a study conducted by Cornelius and Sunday (2014) the study uphold that the reforms in civilian administration in Nigeria has been influenced by the workers or the representatives. In most cases, the reforms done attract in piecemeal, not without criticism and political interference (Finer, 1941; in Adamolekun 1983; Eme, Innocent & Ugwu 2011). But Debie (2003) and Adamolekun (1983) are of the same view that during the military regime, civil service reforms were being described as being ineffective and possess low morale. While the civil administration was characterised by ethnicity and wrong application of the Federal character principle.

However, EL-Rufia (2011) Bayo (2012) Eme & Egwu (2011) observed that civilian administration reforms have taken another dimension from those mentioned to privatisation and commercialization and piecemeal reform. Striking at a balanced review upholds that, there are inadequate provision of services across the different reforms embarked upon right from the military till date. This will be investigated in the course of the study. Areas of similarity, the environment where the reforms are carried out be it military or civilian vary in terms of the system of government in operation. There is no doubt they are much related due to the political invention and the existence of institutions. More so, from 1999-2013 civilian administration reforms undertaken were pass through the legislative process in reformation. A good example, the first reform with legal proceedings was entrenched in the decree no 43 of April 1st, 1988 under General Ibrahim Babaginda, from 1999 most of the reforms followed the procedure of legislative rule.

Conclusively, in this study, reform of civilian administration in Nigeria, is seen from the legality and the rule of law or the constitutional authority, where the National Assembly have to legislate on the bill before passing it into law. That takes a longer time due to the legislative proceedings. While in terms of the military era, reforms are carried out without reference to the constitution. Again, most of the reforms done were not directed towards solving people's problem. The military rules with the decree, authoritative, pronouncement, order and hierarchy. Reforms of civilian administration are done in conjunction with the presidential committee on a reformation in president's office. A good example is the Oransaye's presidential committee on civil service reform. Whereas, in the

military, there is the absence of such committee, reforms are made through an authoritative declaration. Also, reforms of the military, literature upholds that it usually favoured the capitalist instead of the masses. In civilian administration, reforms made are characterised with ethnicity and wrong application of the federal character principle. While in the military is attributed to low morale and ineffectiveness. Notwithstanding, literature revealed that reforms of both military regime and civilian administration were challenged with the issue of corruption and misappropriation of fund.

2.5 The Origin of Service Delivery (SERVICOM) in Nigeria

The origin of service delivery (SERVICOM) in Nigerian Federal Ministries, Departments and Agencies (MDAs) and Parastatals. This can be traced to Kuru conference held in February 2001 in Accra, Ghana. The conference marked the beginning of SERVICOM orientation and awareness among Nigerians. Referenced to the paper delivered by Abdullah (2010) quoting Ad'Obe's speech the SERVICOM national coordinator "no reform by the government would succeed unless it brings about improved service delivery in a specific aspect of life of the people. He went on to state that, "therefore, whatever reform embark on, service delivery is both the subject and the object of the reform. Without improving service, no reform would have said to be successful. SERVICOM is the mother of all reforms" (p.11).

Olaopa (2008) in Oyedele (2015) is of the same view with the previous researcher that says, "the origin of SERVICOM reform can be traced to Kuru conference held in Accra Ghana. In addition, the SERVICOM reform process

started in February 2001. Thereafter, at the swearing in of the new elected National Assembly members, President Obasanjo drew attention of Nigerians to the poor quality of service delivery declaring categorically that Nigeria's are in fact, being "deprived". Stated: "Our public offices have for too long been showcase for the combined evils of inefficiency and corruption, whilst being impediments to effective implementations of government policies. Nigerians desire better. We will ensure that they get what is better" (p.11). However, the study revealed that SERVICOM originated from a technical assistance rendered by the British government via the Department for International Development (DFID) to the federal government of Nigeria.

In line with the review, poor service delivery can be attributed to poor quality of public service, inefficiency, and corruption that serve as a cog to the effective implementation of governmental policies. Oyedele (2015) observed that government has commissioned a report towards reviewing the service delivery in Nigeria. These are; a reflection of people's perception or view and service delivery experience in order to direct the effective Service Delivery Programme, the institutional environment for service delivery. A presidential retreat often deliberated on the report before the President and Ministers enter into agreement.

The study suggests that much awareness campaign is to be carryout on the civic right and responsibility of citizens to demand for service if there is a failure in service provision. But to strike at a balance previous author were able to highlights the importance of the policy and even some challenges were also identified and make recommendations without discussing the methodological

approach use in the course of data collection and analysis and not only that since the study is exploratory in nature. Therefore, the present study seek for more investigation by using in-depth interview and focus group discussion to conduct an interview directly with the selected informant.

Notwithstanding, the review shows that experts who has written on this topic in relation to its origin, meaning, objectives, principles, the rules and regulations guiding service delivery are of similar opinion. Abdullah (2010) given more elaborate and convincing statement that even though service delivery reform is been described as the mother of all reforms, it still not devoid of limitations. Based on this development, the current study seeks to explore the challenges of service delivery in achieving the intended goals. Moreover, this statement took almost two and half years after the adoption of Kuru declaration in February 2001. This declaration creates awareness and ushering in the new orientation for Nigeria.

The president speech reads, “to build a truly great African democratic country, politically united, integrated, and stable economically, prosperous, socially organised, with equal opportunity for all, to become the catalyst of Black Renaissance and making adequate all-embracing contributions, sub-regional, regionally and globally” (p.11). However, in December 2003, a review was carryout on service delivery that led to its inauguration focusing on the institutional environment of service delivery. In addition, people’s views, experiences, and perception were taking into consideration. However, the actual

SERVICOM with all Nigerians was officially launched in Abuja on the 21 march 2004, in collaboration with the special presidential retreat on service delivery.

The following are the elements of service compact these are-:

- a. Improved service delivery,
- b. Staff training and development,
- c. Transparency and accountability in sharing information are service delivery standards and progress with Nigerians,
- d. Responsive to people's needs, formulated in a way that will ensure ordinary people can understand,
- e. Popular empowerment of the people

Furthermore, this goes a long way expressing commitment to a fundamental human right approach to service delivery of which the principle of law must be adhered. The service compact takes issues such as complaint and agitation for ordinary people to involve in a fight against corruption and formulating the basis for the integrity of the system. The compact was establish as an added advantage to the existing code of ethics for top bureaucrats that outlines seven principles to adhere. The service compact is to address negative issues that have to do with public sector employees such as:

- a. Asking for bribes in advanced for the services to be rendered,
- b. Their tardiness in responding to issues on timely manner,
- c. The facelessness and impunity of the bureaucrat's machinery clearly and identifying complaints channels and provides report regularly,

- d. The exclusive hold of the bureaucracy on information as relates to the ordinary people or lower officers,
- e. The traditional high-handedness and all-knowingness of the officials
- f. Incompetence on the part of the officials,
- g. The disempowerment of the ordinary people through the usage of official language.

Rules and Functions of the Service Compact

Receiving reports of progress made by the MDAs and parastatals. With respect to the implementation of the service compact.

1. Functions of SERVICOM Charter:

- a) Monitoring and forwarding of report to the president,
- b) Co-ordinating effort;
- c) Focusing on independent service delivery and customer's satisfaction,
- d) Publication of results;
- e) The approval of policies and resources proposal by the Federal Executive Council (FEC).

2. Ministries

- a) To make sure policies and resources proposals presented meet FEC requirement,
- b) Liaison with relevance agencies of all tiers of government concern service delivery so that SERVICOM principle are strictly adhered,
- c) SERVICOM unit was establish in all MDAs and parastatals with the aim of operationalizing the principle,

- d) They should be cooperation with those in the SERVICOM unit of the MDAs and parastatals.
- 3. MDAs and parastatals are obliged for SERVICOM Charter preparation and publications.
- 4. Citizens have a constitutional and legal obligation to perform by contributing to the development of their respective countries.

The management team of SERVICOM comprises a national coordinator, the chief SERVICOM officers, the Head of the SERVICOM institute. A public awareness manager. The SERVICOM Charter as the chief mechanism where the implementation takes place. Every government department is been mandated to have one and are responsible for displaying information where people can have access.

The functions of the Charter:

- a) Managing customer's expectation with regard to quality service,
- b) Formulating customers' right to good service and at the same time demanding for the right,
- c) Outlining customers complain when service delivery fails,
- d) Mobilising customers' investment in the service delivery program,
- e) SERVICOM unit is responsible for conducting complaint from government departments,
- f) SERVICOM is all about improving the service

Recently, a SERVICOM institute office is established mainly to trained public officials with references to service delivery improvement. Finally, at this point,

it is worth noting, as evidence from the literature shows that what makes SERVICOM reform different from other civil service reforms process, it focus on the demanding side, as well as the supplying side. Much of the demand is educating Nigerians regarding their right to service delivery. SERVICOM aimed at addressing shortcomings in the delivery of public goods and services.

2.6 Review of Past Studies on Service Delivery in Nigeria MDAs.

Looking at perspectives of the previous studies, Adejuwon (2016) the study aimed at improving the civil service for better delivery of services. The methodology adopted for the study was descriptive and qualitative approach were used only secondary data were consulted in getting the information for the study. However, the study found that effort is needed at engineering and refocusing civil service through strategic controls, with the aid of Balance scorecard methodology to improved better services in an organisation. This position was supported by Arowolo (2012) that civil service occupies a prominent position in any nations. It is designed as an “agent of fruitful change and development” (p.5).

Notwithstanding, the previous study found that the ineffectiveness of civil service in Nigeria has been attributed to an inability to translate policies and programs of government to reality (Arowolo, 2012). Literature upholds that most of the result have no independently measurable value and change in the cost per unit value of output convoluted. As a matter of fact, the improvement of civil service has been the contending issue among scholars and policy makers as noted by (Mohammed & Sijaro, 2015). The reason, is due to the fact that all

measures put in place at reforming the system amount to failure in Nigeria as the issue of improvement crumpled (Olaopa, 2010).

Evidence from empirical review shows that mismanagement and poor service delivery in the area of infrastructures affect the improvement of civil service, government and extra-ministerial departments in Nigeria remain very deplorable situation hence, the present state of underdevelopment (Okafor, 2005; & Jike, 2003). With this, it appears that elements responsible for improved service delivery have not been fully addressed. However, this study, is set out to explore those issues as the affect service delivery.

Importantly, using qualitative approach with different sources of data gathering such as in-depth interview will be conducted with the informants of the selected Federal ministries in Nigeria to see if public officials are getting the right services. Otherwise, what happen to service delivery? In a similar study conducted by Okechukwu, Ukeje and Ekwunife (2016) the meeting point between SERVICOM and the service failure in Nigeria. The study adopts descriptive and content analytical approach. The study also found that the ineffectiveness of service is caused by ethical, ethnic, and religious elements. The study also discovered that service failure is due to lack of meritocracy in recruitment and low remuneration of staff. Again, the study recommends that SERVICOM studies in Nigeria is currently new and needed to be developed.

The study also recommends that further investigation should be carried out as it relates to public perceptions of service delivery in administrations. To strike a

balance on the issue of improved service delivery in Nigeria is a controversial issue in that literature upholds that some scholars attribute the failure to enlarged and poor remuneration, meritocracy in recruitment while another view as an ethical, ethnic and religious problem. However, the previous study used descriptive with the content analytical approach in studying the melting point between the SERVICOM and the service failure. The present study focused at the issue from a different dimension, making use of in-depth interview and focus group discussion and supported by NVivo 10 software for qualitative data analysis to facilitate the process of sorting, coding, analysis, and preparation of models from the data for the findings. In addition, Murana, Olayinka and Omotayo (2016) focused on the impact of effective service delivery. The methodology adopted for this study was the secondary sources of information.

The findings revealed that reforms failed to address repositioning of the Nigeria civil service for improved service delivery. However, this position was contended by some scholars such as Ayodele (2004) that the development and stability of policy are hinged on the efficient and effective and accountability of the civil service system. Adedire (2016) is of the same opinion where it was observed, “for policy objectives of the state to be achieved, civil service must alive to its responsibilities” (p.104). Again, the previous study makes use of secondary sources of information for this sensitive issue and draw a conclusion.

Moreover, with the introduction of SERVICOM in 2004 in Nigeria, a reform aimed at service delivery for almost about 11years. The current research used the in-depth interview to investigate whether the people are getting the right services

or not. Who is to blame? These issues and among others warrant further study in this area. In a similar study, Oyedele (2015) study the ability of the civil service to effectively manage people's problem. The study found that reform embark upon to improve service delivery has not changed the civil service for better as service failure continue to affect the entire nation. It was also discovered that the intentions of service delivery reform have been unrealized as a result of ineffective and inefficient in service delivery programme.

Thus, the mandate of the reform is to serve, as mobile vehicle to coordinate and monitor government policies and programme and implement it policies across the arms and tiers of government in the best interest of both the public service and political loyalty has not been actualized. It was found that constraint such as disjointed of reform surfaced. The previous study recommends that there should be public awareness of the service delivery reform and at the same time, legal backing should be provided and integrated approach for them to achieve the intended objectives should give prominent.

However, the present study looked at the issue of service delivery in relation to the SERVICOM unit of all the ministries selected and conduct an in-depth interview directly with SERVICOM officers, and other principal officers of the respective ministries selected to really ascertain the authenticity of the information whether the awareness has been made or not. Detail information from these officers assisted in getting the facts and positive recommendations putting forward to government help in addressing this menace. In another study by Kirifi, Balarabe and Shantali (2013) they conducted a study on service

compact (SERVICOM) or service delivery in Nigeria public teaching Hospitals in Sokoto State. The study aimed at examining the impact and efforts of government in relation to policy intervention in the area of customer's orientation in the Nigeria public sector and eradicating inefficiency and corruption. The policy follows by acronym 'SERVICOM'- 'service compact with all Nigerian'.

In addition, the study was conducted using survey and documentary method of data gathering. The data for the study were analysed both in qualitative and quantitative but the emphasis was on quantitative. Questionnaires were administered to the respondents. The previous study recommends improvement in infrastructure within the organisations must be addressed.

According to Badmus (2017) observed in the same direction with the previous researcher that made mention the reason why service delivery could not deliver quality services. However, it was revealed that the following factors stands as a challenge. A good example are; low quality of public service network, lack of awareness towards effective service provision, nepotism, poor productivity, wide spread of corruption in Nigeria civil service, and public administration is also a problem faced by most of the developing economy of the world (Famosaya, 2013). These problems are concern with competing demand for services that require skilled and high professionalism, globalization pressure, natural disaster, environmental change and so on (Badmus, 2017).

In line with the review, it was discovered that the importance of public service delivery to meet the demands and aspiration of the people cannot be over

emphasized. That is the most reason why public service should be made accessible, affordable and be efficient to deliver services to the customers. Therefore, it is the responsibility of government to provide basic social amenities to the people. However, it was found that poor attitude of workers in the area of public sector to service delivery have negatively influenced the satisfaction of the people and economic and political development of the entire society (Aremu & Babarinde, 2010).

Adamolekun (1986) is of the same view that the Nigeria civil service have been criticized by poor planning, over-staffing, indiscipline, red tape, poor organization, over centralisation, secrecy, insensitivity, apathy, incompetence, corruption and favouritism, laziness, high-rigidity, truancy and malingering. In another development, the political Bureau set up by the government in 1986 discovered that the goals and aspiration of the public service were not geared towards enhancing the general welfare of the citizens of Nigeria but only to serve the interest of bureaucrats, those of private, local, and foreign companies, and the capital accumulation (Political Bureau Report, 1986).

More so, this development is brought about the pressure towards citizen participation in decision making of government that has made the developing countries to strive to increase the quality of government services at a time when the resources available for service delivery have dropped (Oyedele, 2015). Agboola and Lamidi (2017) also support the previous author that both the developed and developing countries the existence of public service is very crucial in that it provides public goods. A good example are; property rights,

macro-economic management, defence, public health, public order, basic education, disaster relief, coordinating private sector activities, and protection of environment. The review found that a capable public service should be able to facilitate people involvement in real economic life, and creation of a conducive environment for investment. Furthermore, in line with the review it was stated that as the countries embraced globalization the more governments faced challenges such as climate change and migration, and economic volatility (Arora, 2003).

Therefore, delivery of public service has taken another dimension as a respond to demands of citizenry than the environmental global change. Again in consonance with the review, formulating an effective policies and implementation require efficient public service that can adapt and anticipate the challenges and make sure that proper strategy are employ in order to understood the future contexts. It was also discovered that public administration is concerned with efficient and effective governmental policies and that during the military rule in Nigeria, the public service were labelled with inefficient and ineffective public service, a weak structure, excessive corruption, and self-aggrandisement dominated the public service. However, it was observed that in 1999 the government of Nigeria has embraced the implementation of the New Public Management reforms aimed at improving delivery service to the citizens and effective and efficiency of the public sector. But to the surprise of many despite these reforms government institutions performance is questionable (Agboola & Lamidi, 2017).

Hence, the finding revealed that more reform is to be carry out within the context of democratic setting. Gberevbie, Oyeyemi and Excellence-Oluye (2014) observed that previous study has shown that for government of any countries to experience enhanced development in terms of economic, political, and social sector, agencies of government must be put in place to perform different functions, if government must realize its dreams in order to meet the aspirations and the needs of the citizens. The rules must also be provided for the agencies to follow especially as it has to do with transparency and accountability in the public sector, meaning that the entire populace must trust and belief government actions and not only that benefit in terms of enhancing the living standard of the people (Levi, 1998; Azeez, 2004; Jimoh, 2007; Henshaw, 2008; Gberevbie, 2011; Imhonopi &Urim, 2014; Okebukola, 2014).

In the course of the review it was discovered that at 1st of October 1960, when Nigeria got her independence from the Britain the expectation of government of Nigeria was to create agencies in different sectors of the economy in order to improve the standard of living of the people, and to meet the specific needs of citizens in terms of development. However, review uphold that these agencies of government created to provide development for the people have been influenced by corruption and political loyalty (Agweda, 2007; Chigbue, 2007; Akintoye & Opeyemi, 2014).

Furthermore, it was found that the development pursue by the Nigeria government via the public agencies creation in order to drive home the goal of development the effort has been shorten due to lack of corrupt public officials,

no proper accountability in the administration of the agencies, and coupled with lack of trust on the part of the entire citizens concerning government actions. Notwithstanding, this position was argued by Henshaw (2008) that accountability involves public officials that are in charge of government public organizations must be made accountable to the people both in actions and policies. Also, it has been observed that the inability of “Nigerian’s to handle developmental challenges such as unemployment, poverty, and deteriorating state of infrastructure has been traced to bad governance (TAFGN, 2011-2012).

According to Ikotun (2004) who said one of the major reasons is the corrupt practices of both the officials and non-officials of government by not conforming to the practice of good governance and are such the provision of service delivery to the people has been affected. Odugbemi (2008) observed that the outcome of research shows that good governance is traceable to lower income inequality, increase in economic growth, lower children mortality, lower illiteracy level, and political instability. It was argued further that transparency and accountability in the administration of government agencies enhanced development and on a long run contribute to the improvement of the standard of living of the people. Didia (2007) argues that corruption reduce the quality of service delivery and that studies have shown instances where the operators of public sector of government has caused government to lose USD500 billion from her treasury within 40years of nation’s 53 of independence from the colonial masters (Britain) (Falola, 1999; Amalu, 2006; Oke, 2010; Gbervbie, 2011b).

In line with the review, there is no doubt this kind of money that supposed to use in financing infrastructural projects in the developing countries Nigeria inclusive and make provision for the essentials or basic services for the enhancement of standard of life of the citizens is a mere dream without actualization. Emphasising on the bad effect of corruption such as underdevelopment and poverty in the society, Salihu (2012) observed, “when your neighbour’s stomach is filled you are better safe than when it is empty. Someday somehow the poor in Nigeria will have no food to eat but the rich have”. The above scenario goes to support that underdevelopment in our society today, is not far from corruption and that has undermined the delivery of public goods to the people. According to Chemengich (2013) observed that the reforms of 80s and 90s fronted by Bretton Woods, programme tagged “Structural Adjustment Programme (SAPs) was aimed at the reducing cost and efficient service delivery (Word Bank, 2003).

Again, it was found that the programme was undertaken through deregulation and democratization, decentralization and privatization focused on liberalization (SAP. 2003). In the cause of the review, it was discovered that there were cases of inefficiency in institutional development and public management system, which is leading instruments of technical specifications in contrary to the countries recipient environment (World Bank, 2002). In spite of these consistent reforms of public sector, it was accorded a mixed result because the social sector shows negative while the economic sector performed greatly or positive gain. According to UNDP (2006) the new era has identified the lapses of traditional work arrangements to address the organizational challenges especially the today public sector. Therefore, there is a departure from the manufacturing to a service

economy and coupled with globalization forces, which brought about a change in a working environment. Organizations that want to succeed are tied to learning in order to adapt with this move.

More so, the traditional civil service that was implemented to take care of the issue of transparency, rationality in public employment, equity, accountability are perceived by many as the issue was traced to inefficiency therefore, organizational adaptation require flexibility. While it was argued that, many systems are short change due to lack of social representation in public service, political favouritism, social exclusion in addressing the menace (Ospina, 1996). Literature revealed that there was no consensus claimed as regard to this.

However, the general opinion stood that more reform in employment institutions is required if organizations must accomplish their roles in a democratic state (Klinger and Lynn, 1997 & Kettl, Ingraham, Sanders & Honer, 1996). The study found that governments should less their effort on direct intervention and focus more on the protecting property right, promote and regulate the market, safeguarding the law and order, macro-economy management, and provision of basic social services and infrastructure for the enhancement of citizens' standard of living (World Bank, 1989). More so, the review found that the challenges facing the public sector in Nigeria are traceable to interdependent and systemic and that there is need for immediate action gearing towards improving the quantity and quality of social service provision. However, measures need to be taken and implement policies in this direction.

Furthermore, it was discovered in the cause of the review that urgent attention is require to enhance inputs and social services delivery processes especially in the area of education, and health practitioners, required a training programme that will support the designated personnel handling this office. The support can come inform of adequate provision of drugs facilities, textbook, teaching aid or reading materials in order to boost, and refurbished the existing structures or facilities. The decision taken in respect of service provision must be to increase the efficiency and quality of the services provision (Nnamani & Chilaka, 2012). According to Wild, Chambers, King and Harris (2012) observed that despite the resources increment at reforming the public service delivery most of the developing countries had failed woefully in meeting the provision of the service delivery to the citizens. As the problem is hinged of factors such as governance and politics which is similar to one of the previous researchers that says, the inefficiency of the public service to deliver effective service to the people is based on lack of political will.

However, to add to the existing evidence, in the cause of the review it was discovered that Overseas Development Institute (2010) carry out a study on three sectors these sectors are; health, education, water and sanitation. More so, it was revealed that five political economy issues and incentive problems appears to affect the performance of the sector. These include: (a) Disruption in the relationship between politicians and citizens, this happens as a result of fake political promises made by the politicians to the citizens. (b) Lack of appropriate information about the politician's performance. (c) Lack of political identity. (d) Policy contradiction both within and outside sectors in terms of the structure,

design, lack of implementation of policy which is often manifested in overlapping functions and conflictual responsibilities among the service providers and other government bodies, or where there is no clear implementation of plans or funding of the reforms programmes. (e) Lack of oversight function, this happens where the formal monitoring process and supervision are not enforced and as result the informal become insufficient.

This involves situation where supervision and strict monitoring is not well defined. The supervision and monitoring should cut across bottom- up and top-down.

Therefore, collective actions challenges, comes in when the groups fail to act in the direction of policy formulation, that is to say, their collective capacity even in some cases individuals can benefit from collective effort of the group objectives this is more less useful in delivery of an effective public services, which entails many actors such as services providers, users, non –state actors, and central government functionaries and many others. However, in the word of Murana, Olayinka and Omotayo (2016) study found that why reform did not achieved the intended results is due to the fact that service delivery to the people has pose a lot of controversy among scholars or reformers.

However, study discovered that politicians and administrators have different perception on what is term as service delivery reform. Again, there is no proper strategy or measures adopted to really show the course and not only that the one

that will stand the test of time. Invariably, the present study will look at the issue and try to find solution to this critical problem.

2.7 Conceptual Review

2.7.1 The Concept of Civil Service

This section attempts to clarify how the concept can be used in this study. In reality in the field of public administration and political sciences, arriving at universal definition is a difficult task and it is impossible because of scholars' views and interpretations of issues are not the same. For instance, in the area of whether the study is to be replicated or not is a good example to be cited (Gary, 1995). Based on this development the study attempts to specifically come up with the definition as regards to how this term are used in this study.

Civil service can be said to mean employees of the public sector who are directly engaged by governments either at the federal or state level. These do not include the police, the armed forces, teachers and the judicial staff. Civil service involves all servants of the state except those on political assignment, who are engaged by virtue of civil capacity and remunerated from the money voted by the legislature (Obikeze & Obi, 2004). While in the opinion of Adamolekun, (1983) define civil service as the organised service under the authority of government. Therefore, civil service can be said to be narrow in scope and devoid of employees who are a public servant.

Furthermore, the concept of "civil service" refers to a process where enlistment and promotion are considered on merit. It was stated clearly that if enlistment and promotion of staff are done in consideration of political connections and

patronage it is no longer civil service. Again, civil service can be referred to the functionaries of the state-appointed on the basis of the non-elective process (Ayeni, 1987). These functions are the routine work in the main MDAs, which is the extra ministerial departments, headed by a chairman, not the minister.

According to Okereke (2003) posit that civil service refers to government ministries and department saddled with the responsibility of implementing policies. This includes those in the service of federal, state and local government service who are by virtue of their roles responsible for policy implementation and at the same time making inputs when it comes to policy formulation. In line with the review, the term civil service can be deduce as an organ of government that its existence is continuous. This is the distinction between the career civil servants and those on political assignment. Ezeani (2005) defined civil service as comprises all employees who are engaged in the public service including those in parastatals, police force, and armed force. In this case, all civil servants are public servants.

The above has shown that the civil service includes workers of the ministries and extra-ministerial department and agencies. Again, these categories of workers are paid through government purse. These workers are directly governed by the civil service rules and regulations and other government regulations such as the constitution of the federal republic of Nigeria to be specific, section “D” sub section 169 of the 1999 constitution talks about the public service of the federation. Marshall and Murtala (2015) defined civil service as an organ saddled with the responsibility of carrying out policies and program of the government. Based on the flexibility and the dynamism of the constitutionally

elected government, the civil service is being described, as the government never dies. Therefore, the characteristics of the civil service are outlined below:-

Civil service ought to be non-partisan in order to enable it to carry out its functions effectively. Those functions are:

- (a) It has to involve experienced men and women with the technical and professional knowledge in order to facilitate the implementation of governmental policies.
- (b) It must ensure that orderliness is maintained
- (c) Irrespective of the administrative changes, civil service must continue to keep the records of activities of government.
- (d) They are rules that guide the operation of the civil service

The term civil service is mostly used in reference to men and women engaged in a civil capacity and non-political career by both the federal and the state government to serve in a faithful manner when it comes to decisions and implementation (Lawal & Oluwatoyin, 2011).

However, in the word of Polidano (1999) observed that civil service is conceived as a modern institution that comes to man as a result of revolutionising an improved, organising a large human organisation. It was in recognition of this that civil service is defined as bureaucracy. While, Anazodo et al. (2012) they look at civil service as complex organisation comprise of career public officials who are appointed to support the political executives in terms of formulation, execution and implementation of policies of the government in ministries and extra-ministerial departments within a designated area of authority. Meaning

that, the civil service is very vital in the operation of the modern state, Basu (1994) gave a detailed explanation that the operation of the civil service is the determinant factor of the society.

It was found that the civil service is positioned at the middle of public administration structure as the major avenue through which Nigerian government, be it colonial, military or civilian administration address the issue of development (Olu, 2009). In the world of Adu (1995) who argued, that civil service is made up of all servants of the state apart from those holding political offices or judicial officers, who are employed based on the experience whose remuneration is paid from the fund voted by the legislature.

Civil service can define, as the branch of government that is identified with the Executive arms of government and without the essence of government is defeated. Meaning that it comprises of men and women who form the staff of a department of governments. This category of educated elite is termed as professional administrators and others refer to them as personnel of public administration, bureaucrats or public service (Eme, Chukwuemeka & Enudu, 2011). Olaopa (2008) has this to say that civil service is a familiar concept mostly used by many scholars of public administration and political science. However, the concept is misunderstood by writer's as there were no a universal acceptable definition, practices and conventions as well as domestic law that has a greater influence in terms of its definition.

According to Lawson (1974) argued strongly that the term civil service can be described as servants of the national government or the state who are employed as a civilian. Excluding cabinet members or the judiciary and ministers but in

some countries the coverage does not extend to local government and workers of public enterprises. Looking at civil service from this perspective it covers civilian employees of both the state and federal government with an exception of cabinet ministers and the Judiciary. However, Idode (1986) defines civil service as an aggregation of professional and administrative staff that are gainful employed, by the organization on permanent and pensionable footing to established support by the state, and to advise on some certain issues and to execute its policies.

Adamolekun (2002) gave an elaborate and more convincing statement when defining civil service in relation to its meaning and usage that the concept is synonymously used as the machinery of government. Country like Britain and other commonwealth countries categories the term civil service into two different entities. First, it comprises of body of permanent officials nominated to assist the executive in both the formulation and the implementation of governmental policies. The officials nominated are term the civil servants.

More so, the term can be seeing as ministries and departments within the public administration, exception of the local government. While the members of employees of local government are termed as local government officials. Ezeani (2006) simply put it, civil service is “the administrative machine that aided in the accomplishment of government functions.” Previous researcher Bodunde (2009) visualised and linked civil service to organization that have had civil servants and the functions of these servants can view from two perspectives. First, the primary functions, which have to do with the advisory role by given, advise to his master who is named as the minister and who oversee the affairs of the

ministries such as policy formulation, in relation to the core objectives of government.

In other words, the success of any government initiatives is tied to the ability and willingness of the civil service to implement the policies. Reference to Shamsuddeen Usman, trying to explain the term civil service, by looking at the concept of civil service base on its roles and the civil servants, which includes; aiding government in policy formulation, implementation of government decisions, rules and regulations without being bias and fear of favour. Given advise in terms of policy formulation has to with collection of data and presentation of data to suit the purpose and provision of all necessary information to enable policy to be made by the minister. Secondly, the roles of the civil servant is to make sure all the available means are utilized to the benefit of policy implementation.

Sir Warren Fisher, the first Head of the British civil service draw some distinctions in civil service as regard to its social obligations. 'Policy determination is a ministerial function; and the moment policy is being determine it becomes public affairs for the civil servant to implement, the policy whether there is agreement or not action must be taken (Bodunde, 2009). Harmonizing the views of scholars, one time Head of civil service of the Federation Mr Steven Oransaye, is of the same view with Usman and Warren. To him, "there is no better and available instrument that can be used to support the developmental stride of a nation than effective civil service (Bodunde, 2009). In a similar scenario Sawtoy (1957) put it that 'an effective civil service aid in

training of specialist for the assigned duty to be accomplished, if government is to fulfil the mandate of the experts.”

Again, the existence of a modern state is an aberration without the complex and professional civil service”. From the forgoing definitions, the role of the civil service is to initiate policy and at the same time involved in the policy formulation process and thereafter, to ensure that the conclusion reached on a certain policy of government are implemented to the later. Putting into cognizance the role of the civil servant, a conclusion can be drawn that civil service is an important institution that improves the life of the citizens of a particular state be it developed or developing countries its functions cannot be understatement especially as it has to do with service provision to the citizens and regulating the entire economy of the nation.

In order to perform the functions of policy implementation. Ewoh (2014) noted the principles of the civil service in Nigeria as follows; political neutrality, Ipinlaiye (2001) sees civil service as the body of men and women recruited as a civilian on non-political basis by the federal and state government alike anonymity, permanence, impartiality, integrity, objectivity and professionalism and so on. Abba and Anazodo (2006) in Anazodo et al (2012) argued strongly that civil service in Nigeria is made up of workers that work in a ministries or departments as the case may be exception of political appointees who are tenured. Previous researcher Lienert and Jitendra (1997) opined that civil service comprises of appointed officials who are saddled with the functions of government under the directive of the head of government. This is made possible

under a democratic system of government, dictatorships, monarchies and republics as the case may be. Although looking at the concept of civil service a lot of questions do arise as to what really constitute the term civil service. Does it include judicial officers, military personnel and Foreign Service officers?

In some circumstances, literature upholds that military officers are called civil servants, but their remuneration and other entitlements are not included in the budgetary allocation of the civil service. In line with the review, in some ministries the military are fully engaged as a staff of the civil service in most developed countries of the world but the issue of inclusion of magistrate, judges and other judicial staffs in the civil service depends on the system of governance in practice. However, the costs and their salaries are in the budgetary allocation but on the contrary, foreign serving personnel and diplomats are excluded from any meetings and discussion in respect of the reform in civil service, notwithstanding, most of the countries quite numbers of these employees left domestic jobs to foreign service. A good example, it was revealed that in Malaysia, the two categories are fused and their salaries are paid from the appropriation account of the civil service (Lienert & Jitendra, 1997). Giving a more elaborate definition of the civil service in Malaysia context, categories of staff such as teachers and doctors that are working in private firms or companies may be paid from public fund but reference to the provision of the civil service laws.

On the other hand, employees of state owned enterprises are not called civil servants but their activities are been regulated by the civil service regulations apart from being governed by cooperative laws the civil service laws take

precedence. Other questions that may arise is the employees who are working in the state level, in the federal, provincial or semi-federal politics who are not involved in national CSR programme. Moreover, the same is applicable to employees of municipal and city governments that their scope is broaden in developing and transitional economies whereby decentralization becomes significant in relinquishing power of the central government functions to the local authorities to act. While in Drewry and Butcher (1998) opined that civil service is a political term that have different meaning and usage depending on the country. The term came up in eighteen century ago to give a clear distinction between the civilian and the military officers of the Eastern India Company.

However, from the review it was found that the definition is developed from the contemporary concept of state, and what the civil service mean in relation to British. According to the British, for example, the term stand for “renumerated” personnel apart from those in the armed forces that their functions is to handle formulated policies or the approved policies by the national governments (Bogdanor, 1987). There is difference, looking at the term from the British and the U.S. concepts, “public service” the judiciary (the judges, magistrate, public prosecutors, etc) employees of local government and those that were employed by governments at all level of governance for example, traffic wardens, firefighters, educators in some countries etc). Frequently, there is a problem as for the classification of police officers and the civilian intelligence agencies.

Frankly speaking, the should be existence civil servants except since their activities are regulated in a manner, that is why they are normally excluded from

this category of civil service and belong to the category of “public service”. Tolbert and Zucker (1983) challenged other authors by ascribing the concept of civil service to a system which is related to city characteristics. Based on the perception of the author the adoption is in line with the organizational legitimation of a particular structure, without any other specific consideration, to that effect it was found that understanding the organizational structure and its history is simply change. With this, the civil service as a term can be traceable to historical antecedence while other authors search for rational explanation on the concept and one of their explanation described civil service as a response that is collective, to a point that the output of the civil service is not attached to the prevailing market price.

Again, it was found that since civil service is not in a known as per the measurement of output in relation to reward that shows results, it then means that there is impossibility for the civil servants to make use of rules that are restricted as an alternative means in controlling behaviours. This perception is that of the leading scholars of the civil service. In the opinion of Downs (1967) the explanation is tied to the fact that civil service does not have a specific boundary as regard to its meaning. Whatever is the opinion of scholars the point of emphasis is on the rules than any other thing like that of a private firm. In the same vein, Wilson (1968) is of the opinion that civil service, lack proper explanation to its meaning as a result of the government inability to access the agency in totality.

Therefore, rules were use in place of performance as the criterion for managing personnel. But Knott, Gary and Miller (1987) argued strongly that the orthodox

use of the rules as regard to the organization of the civil service is more less has to do with recognising an institution and that institution must be given priority attention because of the roles of the individuals that is involved in the decisive coalition in order to agree on a particular institution.

Notwithstanding, Frant (1993) opined that this argument as regard to the concept of civil service can be simply be attributed to urban reformers who were against machine politics and placing much emphasis on selection by merit should be based on the incompetent's candidate to be recruited into the civil service which was in operation to see to it that the end justifying the need instead of breaking the power of the machines. The challenges posed as a result of defining the term civil service is to really identifying who and who is made up of civil service. However, looking at the concept of civil service from the organizational point of view, those features of the organizational principles, forms and specific arrangement are paramount and all of these features help to defining civil service as an institution of government. Furthermore, in defining what is civil service or who is a civil servant, does not have specific definition due to employment and contractual arrangement or functional categories.

Concisely, the general practice in defining the concept of civil service is that of the government employees at the national government in relation to administrative tasks. This excludes the following categories of workers judges, health workers, teachers, and the military (Evans, 2008). According to Ishaq (2013) argued that civil service is a concept that attract wide coverage in terms of its meaning and that the concept is used in relation to implementation of

policies and programmes of government as tool. However, the questions that do arise from the enlightened public and the leadership from time to time is how committed and effective the civil service to its functions? Irrespective of some factors such as the prevailing societal conditions and the welfare of the civil servants then, civil service is described as the centre of government activity.

To Max Weber, the term civil service connotes the element of an ideal type of bureaucracy. Therefore, six elements were identified: (i) there is principles of official jurisdictional area which is fixed and they are assigned to rules of administration regulation or law which the boundary must be maintained (ii) the principle of hierarchy and authority levels among the civil servants must be respected (iii) this one talks about management of the office which has to do with file must be kept in their original form (iv) promotion and hiring is strictly based on the merit or the ability of the workers to perform task (v) performing official assignment is depending on the officials that are involved in the assigned duties (vi) office procedure follow the established rules for everything they do in the office (McIntyre, 2002).

Nigerians are in a better position to answer the relevance of this element as far as the Nigeria civil service is concern. Traditionally, civil service refers to the body of officials appointed to carry out administrative functions of government under the directive of the Head of service. This is a common feature of countries that practice dictatorship, monarchies, democracies and republican. To some extent civil service has been defined as an institution that possess a pivotal role in

carrying out functions and at the same time advising the government on policies issues (Bande, 2001). But in the opinion of Adamolekun (2002) and Okafor (2005) civil service is an apparatus of government that is empower to implement the decisions reached by the political leaders. Political leaders are saddled with the responsibility of policies making while the civil service carry out the execution. However, if the civil service is unable to implement the policies formulated by the political leaders such policies cannot stand the test of time and as a result, it becomes inactive.

Anozodo (2009) argued strongly that civil service in Nigeria encompasses employees in ministries or departments other than those on political engagements. That with the existence of the modern state civil service in post-colonial African countries undertake administrative functions that goes beyond policies formulation. In this regard, civil service is administrative apparatus of government that is saddled with the responsibility of formulating and implementing government policies, designing, discharging government functions and programme development that would enhance the system performance. Civil service can also be regarded as a modern institution entrust to mankind in the cause of revolutionizing as one of the major ways of reorganizing the human organization. It is on this note, that civil service can be defined as bureaucracy (Anazodo, Okoye & Chukwuemeka, 2012).

From the above concepts, the following are the characteristics of civil service enumerate by Jinadu and Aminu (2015) are: (i) the civil service is an entity but its operation is divided between Ministries and Departments while each Ministries

and Departments is vested with a function to perform. (ii) Its functions are been guided by rules, (iii) the operation of the civil service must be orderly and to make sure the orderliness of the countries is in a continuous state. (iv) it devoid of partisan in order to allow the smooth running of government in power. (v) The civil service is indispensable due to its function of maintaining the government function irrespective of any changes that might occur in the running of government.

Lawal and Abe (2011) civil service is seen from the bureaucratic point of view that depends on certain degree of rigidity in implementing laws, formal structure and inefficiency, rules, policies and decisions of government in relation to fourth republic as in the case of Nigeria. Anazodo et al. (2012) describing the civil service as unique body empower to play an effective role in any government. It is also named an administrative apparatus that occupied an important position in the political system. Civil service constitutes the centre of government. Thus, it is very important due the fact that it determine the success or failure of any government policies or strategy.

Ekpo (1989) observed the importance of manpower development to the civil service. Manpower development is a key in human resources management of an organization because it offers the opportunity of training both the unskilled and skilled labour force that required training or re-training in order to enhance performance of task in the civil service. Jones, George and Hill (2000) is of the same opinion that training improves the quality of productivity, customer's satisfactions, morale management, development of civil service for the

enhancement of the productivity. To this end, this concept of manpower training in the civil service could be seen as a concept that is rooted in generic due to its power changing the human resources that is required for the development of a modern state (Drucker, 2007). Also, Anyadike (2013) is in support of this position that human resources planning must be tailored towards strategic plan of the organization as this would enable the right placement of personnel, at the right time and in the right number working for the attainment of the organizational goals in present and in future terms.

However, Agunyai (2015) look at the issue as the most important element as far as the civil service in a given society (Chalofsky and Reinhart, 1988; Ekpo, 1989; Drucker, 2007; Muchinsky, 2000. To be specific in Nigeria the Public Service Review Commission (PSRC) report in 1974 give a more elaborate exposition as regards to this term in totality by saying training and manpower development thus;

Result- oriented public service should involves recruiting and training of specialized personnel and that the new public service would needs professionals who are vast and professionally qualified as evidence in knowledge they have acquired. Also, training should be a public service training programmes of all the staffs but in Nigeria, what is paramount is the training of staffs.

Ake (1989) observed that development of manpower could serve as an engine room in terms of growth and development and that this is a factor that is undebatable as both the political and socio- economic aspect of development are affected. Manpower development could be perceived as organizational specific.

This so due to the fact that it is centred on the job specification or organizational manpower function in the public sector (Omodia, 2009).

Their roles in nation building includes; Capacity building as relate to these ministries selected for this study. According to UNDP (2003) defined the term as building the human resources of an organization and at the same time strengthening the entire systems by making reference to an institution that is ready for community participation as well as creating an enabling environment for its functions. Furthermore, capacity building in the context of development can be simply said to mean dynamic way that foster individuals and agencies to involve in the critical and technical capacity to developed, identified and analysing issues as well as providing solutions to the said issues. Azikiwe (2006) noted that capacity building is a process whereby an individual's regardless of sex, reinforced with the necessary knowledge to effectively and efficiently perform a functions in government. Looking at the definition given by (UNDP, 2003; & Azikiwe, 2006) it is explicitly stated that the role of these ministries selected in terms of nation building cannot be underestimated owing to the fact that their role in nation building is very fundamental.

Career development: This aspect deals with the promotion of staffs which take place as and when due. Adamolekun (cited in Okotoni and Erero, 2005) gave a detailed explanation as regard to the term by saying career development involves series of exercise that has to do with the education, training, and development of career of employees' members of the organization. The reason of training and development as identified are: enhancing the organizational ability to adopt and

make use of recent technology to the knowledge acquired, building an efficient and effective group that are motivated to work, improving employees' morale, adequate human resources for a new job or programs, creating an avenue for staffs replacement in case there would be a desire to leave for another organization.

2.7.2 Prospects and Challenges of the Nigeria Civil Service

According to Eme and Andrew (2013) civil service and cost of governance in Nigeria is important aspects that require attention from time to time. Sequel to the National Broadcast on June 18th, 2003, by the then president Olusegun Obansajo drew the attention of the Nigerian people to several issues of national life, which stated must be addressed to move the country forward. In fact, part of the issue was resources utilisation in the management of the economy. That prompted the government to set up a committee to restructuring and repositioning of the civil service headed by T Y Danjuma. Much later Oransaye's committee and others. For the purpose of this study, Oransaye's committee will form the main discussion in this aspect. The committee expresses their concern on the consistent increase in the cost of governance and suggests to the president to reduce the number of ministries, departments, and agencies MDAs.

The recommendations presented to the president indicated that the government must reduce the number of ministries performing similar functions. Examples of those ministries are; the Nigeria Maritime Safety Agency, NIMASA, whose function is duplicated by Presidential Implementation Committee on Maritime

Safety and Security, PICOMSS, many agencies are duplicating the function of special fraud unit of the police, the Economic Financial Crime Commission, Independent Corrupt Practices and other related offences Commission. Also, the Federal Road Safety Commission performing the function of Vehicle Inspectorate Officer (of the Federal Ministries of Works and Housing), and the same with Nigeria Security and Civil Defence Corps (p.36-37). All these security personnel mentioned were said to perform a duplicated role.

Again, the committee in the course of their review reported that the cost of governance in Nigeria is high. Consequent upon that, the Federal Executive Council (the highest decision-making body) promised to look into the suggestions put forward by the committee. These are issues showing the present scenario of Nigeria state. In another study conducted by Igbokwe-Ibeto et al. (2015) they described civil service as an avenue through which government of both the federal, state or local government are administered. The previous study found that civil service for long has not been able to deliver quality service to the people. Again, it was discovered that attention is much on inter- conflict, the power of officials, a delegation of authority, training and accountability. It was further stated that these factors affect job in the civil service leading to employee redundancy or idleness as the case may be.

Furthermore, the previous study recommends that for Nigeria to attain a sustainable development job enrichment and decongestion of the service is highly demanded. But this position was argued by Ayeni's (2010) submission, Anazodo, Igbokwe-Ibeto, Osawe and Nkah (2014) they contend that sustainable

development can only become reality, if the people concern are involve in the decision makings their concern represented through a Bottom-top approach. Popular participation is very important in sustainable development issue if all workers are involved right from the beginning of the decision making, compelling people to accept the result, which justified the need to participate as observed by (Ake, 2001). It was concluded that for the attainment of a sustainable development human capacity building becomes imperative. To strike a balance, sustainable development if accomplished will lead to delivery of quality service to the people.

Beetseh (2014) has studied the challenges of ethics and accountability in Nigeria civil service. The study found that the major obstacles facing Nigeria civil service is that of rules and regulations. Most especially, the issue was attributed to the calibre of persons employed to work in the civil service. Again, the study suggested that this problem could be addressed if government embark on good reform of civil service delivery. Inyang and Akaegbu (2014) they focus their study on exploitation of human resource practices in relation to repositioning the civil service for better performance.

However, the review found that the outcome of British colonial administration in Nigeria after the attainment of independence in 1960, was to translate the civil service into a complex system by employing the country's resources in order to enhance economic growth but that was not achieved. In actual sense, civil service was meant to deal with the problem of growth, the burden of planning and development in relation to the transformation of resources into goods and

services that will meet people's expectation at the independence (Mamser, 1992).

Notwithstanding, government over the years has embarked on reforms to make the civil service more efficient and effective in service delivery. Yet, it was found that civil service has not improved the needed services to the public, as it was attributed to the following factors such as politicisation, inadequate human resources management and non-professional was made to handle human resources functions (Inyang & Akaegbu, 2014). Again, reveal upholds that reforms of civil service were structural in nature and with little attention to people management issues. Beside HR professionals were not trained to handle people as strategy resources, rather personnel that lack professional techniques, expertise, and competency was put on the job to provide transactional and administrative support in the civil service.

To be precise, civil service is conceived as an influential institution, which is an instrument of service delivery and development (Kauzya, 2001). Based on the review, and in order to address this problem of improved service delivery. The present study will be handling the issue of qualification, professionalism, competency, and merit principle in the later part of this study. Omitola (2012) argued strongly that the socio-economic problem of Nigeria in 1960s could be traced to the strong regional governments formed at the detriment of the national government. It was also revealed that the civil service at the regional governments provides more service for development than the national government.

These issues of provision of services to the citizens have posed a lot of challenges to every regime that comes into power to experiment and initiate reforms or measures to restructure the public sector. United Nations Economic Commission for Africa 2010 report, acknowledged that Nigeria civil service system have had three political experiences. A good example of those instances are; the colony, military and civilian and that each of these has not properly transformed the needed developmental services to the people (Omitola, 2012). In line with the review it was discovered that anonymity, neutrality, political are the factors that was inherited from the colonial masters that rule the colony of Nigeria and it was found also that some of these attributes were not preserved under the military rules. For examples attributes such as the colonial legacies were totally absence due to the higher civil servants, there was a confidential adviser appointed to ministers who also dominated the public policy making process in that regimes.

Therefore, making the civil servants to become irrelevant in the daily routine work, to be specific between 1975 and 1979 (Adamolekun, 1986 & United Nations Economic Commission for Africa, 2010). Moreover, there was a change of government between 1979 and 1983 and that change was transition from military administration to civilian rule and back to military rule between 1984 and 1999, and the civil service were purely operated under the military and that has led to series of civil service reforms which later affected the structure and the operation of the civil service of Nigeria. But since the inception of the Fourth Republic on 29th of May, 1999 Obasanjo administration has showed a concern to

reorganizing and restructuring civil service taking place at different levels of service such as promotion of ethics for civil servants, integrity and professionalism, stamping out corruption.

Therefore, putting in place measures to checkmate the activities of the MDAs based on this development anti-corruption body like Independent Corrupt Practices and Other Related Commission (ICPC), Economic and Financial Crime Commission (EFCC) and Due Process Unit in the presidency were established.

All these agencies is to ensure that there is structural changes in the civil service, the Budget office was moved from the Federal Ministries of Finance while Administration and Supply Department were saddled with the responsibility of contracts awarding and likewise to Accounts and Finance (Omitola, 2012). Also, supporting this statement Mutiullah (2014) says there was a move towards having an efficient, purges, political factors than merit taken the lead in civil service this position was supported Eme and Ugwu (2011) who had similar opinion that the dignifying federal character principles of recruitment and others spoils system have forfeit efficiency and effectiveness in Nigeria civil service.

Again, it was found that the development of the Nigeria civil service during the Fourth Republic was accompany with the introduction of monetization policies of fringe benefit for public officials by Obansajo led civil administration. This policy involves converting all the fringe benefit allocated to workers into cash. These benefits includes; provision of accommodation and its maintenance, transport, furniture, chauffeur drivers, vehicles, utilities in the official residence

or quarters, subsidy meals, domestic servants allowances, leave grant, reimbursement of medical expenses and so on (The Comet, 2004).

The essence of the policies was to reduce financial cost and wastage on the part of government. Part of the prospects of civil service in Nigeria was the introducing of pension scheme in order to improve the economic wellbeing of the system. This scheme came about as a result of the political mandate of the government in this regime and not only that as way of finding lasting solution to the issue of pension payment in government sector. The reform of pension Act serve as a legal to the pension contributory scheme in that it allow monthly deduction from salary of workers right from July, 2004 (The Punch, 2009). The main purpose of this contributory scheme is to enable workers to contribute certain percentage of their salary to the fund, kept, and manage by Pension Administrators at their retirement.

At this point, the new pension would be reliable, consistence and available to pensioners on demand. Omitola (2012) stating the advantages of the new pension scheme that (i) Saving of money in order to expand and developed the economy. (ii) enhancing the culture of saving as part of government policies which will aid in mopping excess fund in the system. Therefore, controlling inflation and at the same time allows individuals to stationed on their assigned duty. Evident in government showing commitment at reforming the civil service by introducing a lot of reforms within the public sector the study has reviewed.

Okotini (2003) argued that Nigeria civil service in the Fourth Republic were seriously faced with problem of corruption. This problem affect the performance of civil service. The ills of corruption within the ministries, departments and agencies MDAs were both the top ranked public officials and the junior cadre are involved. Also, in line with the previous researcher Bayo (2012) is of the same view that grant and corruption include bribery, nepotism and extortion are exhibited by the subordinate of public interests to that of private. Therefore, violating the norms of duty and welfare, deception, betrayal, secrecy and callous disrespectful of any consequences encounter by the public. Grant and corruption are being perceive by the public to widespread and tenacity in the civil service. In the course of the review, it was stated that corruption has become a permanent feature in the Nigeria civil service.

Omitola (2012) observed that until there is an emergence of democratic government that is popular and not only being popular, the government that believe the existence of state is not for the elites and that is for the generality of the people. And such a government must strive to make sure the socio- economic interest of the citizens are provided and preserved if not the problem of public service will continue to surface. In addition, it was also discovered that military regime in Nigeria was characterized with corruption and perceived by lack of accountability.

This study will be looking at those challenges that serve as cog in the wheel of service delivery and proffer solution in order to allow the people to have access to the services they so desired. Notwithstanding previous researcher made

mention of reforms of public service and its antecedent challenges without explaining the methodology use in the study.

Again, in line with the review the challenges of civil service is centered on the issue of complexity in the area of responsibilities which can be traced to the issue such as corruption, instability, indiscipline in the service provision and so on. In a study carried out by Nwanolue and Chidubem (2012) they study civil service and promotion of sustainable human development in Nigeria. The study aimed at examining if the Nigeria civil service over the years have succeeded in promoting the sustainable human development. The study adopted the documentary analysis of relevant records. The findings revealed that civil service were faced with numerous problems such as the profound character of administrative ineptitude, unequivocal sense of contradictory systemic malfunctions and personal decay.

Again, it was recommended that government needs to carry out civil service reform due to the position of the previous reforms especially Ayida panel of inquiring that emphasised on the removal of quota system as the criteria for recruitment. Furthermore, it was also, observed that Nigeria after fifty years of existence it was characterised by the problems of political instability, orchestrated economic crunch, social disorder and manpower decay. In addition, for the past fifty years, Nigeria civil service had witnessed setback in both the hands of the military and the civilian government that had ruled the country. In line with the review, this compounded problem emanating from both regimes leads to a search for more why sustainable human development that supposed to

be the past after post-independence government machinery is found to be indifference resulting into ignominy, complacency, lethargy and so on.

To this end, it was revealed that civil servants suffer stagnancy, obsolesce and other forms of problem due to the inability of the government to re-position the nation's civil service in the spirit of truth and provision of improved services delivery to the people (Ujo, 2010) These are the issues, after a long term of the military rule and the civilian administration in Nigeria, the issue of service delivery still persisting. Since the previous study was not able to address these issues, these and amongst others warrant this study.

In another development, history had it that the Northern and southern protectorates were amalgamated in 1914 and the three provinces in 1939, three regions in the year 1945, four regions in 1965, then twelve states, later nineteen states in 1976, to twenty-one states, proceeded to thirty states, and currently thirty-six states. With 774 local government councils and six geopolitical zones cut across the country in order to pave way for administrative convenience and a balanced federation. In the course of the review, it was discovered that people with qualifications and experiences that supposed to manage all these institutions are nowhere to be found, they are scared. Irrespective of this problem, several attempts were made at reforming the civil service. Committees and commissions were set up by every government that comes into power, yet, improved service delivery was challenged.

Garba and Jirgi (2014) opined that civil service in Nigeria has been challenged by indiscipline, poor remuneration, corruption and instability in the system. In line with the review despite its challenges, the contributions of the civil service cannot be underestimated especially as it has to do with the issue of policies formulation, implementation, evaluation and review of government policies and programmes. Buttressing the analysis whether the chief executive is a Prime Minister, President, Duke, Governor, Emperor, King or a Mayor in the absence of civil service that government cannot function.

Therefore, a motivated and competent civil service is a criterion for maintenance of good governance, fiscal management and sustainability, efficient and effective performance of any government, production and distribution of goods and service. Again, it was found that it is an undebatable fact that the efficient and effective management of public sector resources is universal and historical. This is more pronounced especially in the developing countries like Nigeria where scarcity of human and natural resources, and too much demand on public expenditure. In the context of public administration, the civil service is seen as the administrative arms of government, organ, an agent and machinery of government in the act of governance and developmental process of any country of the world.

To some extent, the effectiveness of a government is determined by the competence and the efficiency of the civil service. Nigeria civil service can be described as the outcome of colonialism and later it was considered as an instrument for implementing the administrative structure and the activities of the

colonist in 19th century ago (Adamolekun, 1983). The advent of the modern state give rise to the functions of the civil service in the developing countries to fully engaged in the service of both policy formulation and implementation. This function has create some remarkable progress in the civil service of Nigeria.

In this case, civil service is consider as the main but not only seen as the instrument for development and implementation of policies in a developing country. Its role as the instrument of socio-economic and political development is on doubtable. In some countries, civil service is termed as a branch of government that is attached to the executive, without which there is no government. Civil service is mostly understood as a sub set of public service. Meaning that as a sub set it consist of ministries, department and agencies of government including personality who advise on how to formulate and implement policies and programmes of government and likewise to the category of people that are involve in day to day activities of government.

In another development Beetseh (2014) opined that world over, civil service seems to have been challenges in terms of the political, ideological and economic changes as well as management of innovations. In some part of the world, especially African countries the inability of the civil service to perform up to the maximum level has been attributed to the root cause of economic and socio-political crisis. Cognizant to this fact, is that many countries of the world are now introducing measures to improve the structure and the operations of their system. As it is, in Nigeria part of the government initiative is to undertake the programme of economic and political restructuring in order to salvage the

economy that has been devastated. Again, it was revealed that the effort of government in doing that has aided in ethical and accountability problems over the years and serve as a cog in the wheel of growth and development of the Nigeria state (Beetseh, 2014).

It is a conventional practice that the political leaders determine the policies formulation. Moreover, such a leader itemised the social and political economic direction of that country. Again, it is imperative for these policies dully formulated to be articulate and implemented for the betterment of the society. Civil service still remain the viable tool for government of any countries to implement and administers public policies and programmes of government. This function is normally enshrined from the constitution and laws of the land (Olagboye, 2005). Notwithstanding, the way and manner that civil service is been run determine the workability. Thus, civil service play a prominent role in the area of service delivery to the citizens.

However, it was revealed that the development achieved by some of the advanced countries of the world today is tied to the ability of the civil service to translate the policies of the political leaders to into a concrete one. Igbuzor (1998) stated clearly that in Asia countries the experience of the civil service has drawn the attention of government to it roles as regard to fostering rapid development. While in the opinion of Bodunde (2009) explain the role of the civil service and civil servant as to assist in formulation of government policy by providing the needed data, with rules and regulations, implement the decisions of government without fair or favour. Civil Service can be said to be an institution

of government comprises of people employed and pay by the government to carry out the administrative functions of executing the laws, plans and policies of government (Akpomuovire, 2007).

Adeosun (2012) observed that the prospects of civil service in Nigeria can be traced to the colonial activities perpetuated by the colonial master as way of governing the people. The unified system was established during Lord Fredrick Lugard the administrative head of the colony by merging the Northern and the Southern protectorate in 1914. Thereafter, the civil service were dominated by the Europeans who operate as the executive, judicial and legislative capacity using the traditional rulers to accomplish their mission. To this end, development of the civil service started in 1954 by adopting to a federal structure that gave rise to the establishment of the civil service. Civil service was established at the centre of each regions at that time. Then, civil servants were being trained by the federal and regional services within their own jurisdictions. But at the independence in 1960, the status changed from the colonial form of maintenance of law to facilitating role of realizing country's developmental agenda.

In addition, the civil service were saddled with the responsibility of policies and programmes formulation and implementation (Adegoroye, 2006). In line with the review, it was found that oil revenue was increase in the 1970s, and effort were made by government to end the Nigeria civil war (1967-1970) and expansion of the economy by creating more state to replace regional government. Within this period, it was revealed that the civil service witnessed growth that commensurate with the responsibility of both the national and the regional government. Also, it

was discovered that the taking over power by the military and couple with their wealth of experience in leadership has made them to empower the permanent secretary to become more powerful in their respective ministry. The visibility of the civil service at this time has created indignation for the subsequent administrators that oversee the affairs of government, and the resultant effect is the sacking of 10,000 civil service workers describing the situation as great purge (Adeosun, 2012).

Review upholds that the challenges of the civil service of not attaining the developmental status is due to lack of corruption. This statement was supported by Ologbenla (2007) where he observed that corruption possessed constraints to the administration of the civil service and every regime that comes into power struggle with. To a point that Nigeria is rated among the corrupt countries of the world in three decades. According to the result of survey carried out on corruption index by Transparency International, Nigeria is ranked 2.4 with Sierra Leone, Ukraine, Philippines, Zimbabwe and Togo out of 10.0 Then, Denmark is rated the world's no 1 less corrupt nation (Daily Trust, 2010:31). The effect of corruption on the nation's development cannot be overlooked because it manifests in broadened the gap between the rich and the poor, even distribution of national resources of a nation. Furthermore, it was found that civil servants are not responsive, accountable and transparent to the people. Lack of transparency and accountability can lead to corruption. Therefore, there is no effective measures put in place to make them responsive, accountable and transparent.

Another obstacle to the development of the civil service is the inefficiency of the bureaucracy is very important to any country of the world and inseparable to any organized society. But in the case of Nigeria, the bureaucracy is not efficient in the administration and management. Adeosun (2012) emphasized that Nigeria bureaucracy is no longer the engine room of government, in terms of being an “effective institution for checking and balancing of the system as well as enhancement of continuity of programmes. In the same vein, nepotism is part of the element that serve as cog to the will of development as far as civil service of Nigeria is concern. Furthermore, it was discovered that the head of governance in Nigeria trade with Nepotism by giving some level of privileges to his close associates, family members and so on in the allocation of public goods (Adeosun, 2012).

Based on the opinion of previous researchers the issue of “civil service” remaining the viable tools in administration of governance has generated some controversy among the public administration scholars and the political sciences as far as the concept is concern (Adamolekun, 2002).

In the same vein, Ekpu (2009) identified a government that is not law abiding or responsible to issue of violence, illiteracy, poverty, tribalism, election, impunity, corruption and oaths taking as problem to effective public service in Nigeria. However, Okafor (2005) observed that the problem affecting the civil service in Nigeria could be attributed to personnel qualification, work environment, and organizational structure. Personnel regulations deals with the issue of requirement for enlisting candidate into the public bureaucracy and the

procedure for promotion and dismissal as well. Nnoli (1980) opined that civil service rule in Nigeria state involve a long list of requirement for entrance into the service which the federal character is included. But review pointed out that in an ideal situation, vacant posts and position are supposed to be filled based on merit but in practice, ethnic and religion affiliation, political and family are considered as important elements in Civil service appointment (Yusuf, 1992).

In line with the review, promotion in the civil service of Nigeria is done based on seniority without considering the productive and the non-productive as the yards stick. Dismissal is a common tradition except during the regime of Murtala-Obansajo Administration in 1975-1976. As in the case of personnel qualification, enlistment of workers is done based on the political or family connection which may lack the requisite skills to function effectively. Apart from this on-the- job training programme are so weak and ineffective (Otobo 1992). Also, there is much emphasis on filling of slot rather than commensurate workers' skills and ability with the needed position. Thus, in the course of doing that most workers have lost their skills (Okafor, 2005) Civil service tends to be crowded with workers that lack the necessary skills to mount the position (jike, 2003; Otobo, 1992; Nwachukwu, 1998).

Notwithstanding, civil servants were being remunerated poorly. As most of them earned little in the face of inflation and that has led the government to come up with deregulation policies (Onyeororu, 2005). Because of this development many of the civil servants has resulted in taking job in the informal organization thereby making them to impact negatively on their commitment and attitude to

work. In line with the review, it was found that the issue of public service in Nigeria is worsened by not been able to get confident from the public. Civil servants are considered to serve as a threat to the advancement of the service. Okafor (2005) is of the same view that most of threat are directed at civil servants and coupled with the existence of ethno-religious in Nigeria.

As it is, public servants irrespective of their loyalty and dedication seen to be bias and self-serving by the majority of the people (Soleye, 1989). They is an assumption emanating from the masses that public servants are been motivated by religious, ethnic and other parochial considerations and acted in such a manner (Nnoli, 1980). Apart from this, majority of the people because they were not informed or ignorant sees government job as no body business, which must be provided (Soleye, 1989).

2.8 The Concept of Reform

Reform can be defined as a process of change brought about in order to make things worked better. The change is planned and systematic in nature aimed at producing a change that is accompanied with innovation, modernisation and attitudinal reorientation in terms of values and service delivery (Abuja, Bureau of Public Service Reforms, 2005). The review showed that the reason for reforming civil service is to improve both the processes and the service delivery in relation to the provision of infrastructure, promotion of support, attitudinal and behavioural which is said to be reform initiatives (p.9).

However, reform can be defined in reference to Abasi (1993) in Eme et al. (2011) to mean a change introduced for removing the unhealthy identifiable element as result of imperfection in the existing structure of an organisation. In line with the review, reform of civil service aid in growth and development of the entire nation's economy. And that if government of respective countries especially the Third World can imbibe the spirit of restructuring and modernizing of their federal civil service commission or agencies that is saddled with the responsibility of recruitment, promotion and discipline of public officials and give proper attention then the objectives of reforming can be achieved. In line with the review, it was found that one of the major civil service failure is hinged on the issue of mishandling of issues relating to recruitment and promotion. In order to avoid this, there should be a sound recruitment policy that is based on meritocracy, performance and achievement.

Corroborating with earlier conclusion on the challenges of civil service reforms in Nigeria it can be said to mean the incapability of the reform of civil service to deliver quality service to the people is not far from political interference such as using connection to employ the candidate that is not qualified to do the job of the service. Similarly, it was noted that embarking on project that have no value to the organization, donating money to political party in power and other purpose to seek for favour and such political interference from the politicians or officials of government affect the efficiency of the organization and the overall service delivery to the people.

Meanwhile, Ayeni (2002) says that reform of civil service is necessitated by the following principles. These are;

- a) That the civil service of Nigeria is important but deficient
- b) That the problems and challenges confronting the civil service must be addressed
- c) That civil service reform is carried out to meet the developmental needs in the 21st century
- d) Modernising the machinery of government is the panacea for Nigerian's to achieved its dream via the civil service
- e) Strategies and approaches to resolving issues of governance and underdevelopment can only be achieved through the platform of reform.

According to Olaleye (2001) posit that reform is an effort to transform the administrative structure, operational tools and strategy capable of enhancing the organisational effectiveness and efficiency. From the definition given above, it can say that reforms are carried out for purpose of solving problems of structure, operation and organisation. Reforms, therefore, can be considered as change brought into a system to enhance the capacity of the organisation in order to meet up with the current challenges. Adewumi (1988) observed that reform is undertaken in order to affect the optional level in the operation of a given organisation, provided the administrative process is equipped to support the system.

In addition, reforms should be targeted towards goal attainment and to improve the skills of workers and making them to satisfy the organisational set goals and objectives. Civil service reform if carried out should be able to address problems of poverty and ineffectiveness on the part of the governance. This could be informed of civil service delivery or economic and social policy formulation and

implementation as the case may be (World Bank 2002). In the word of Olaleye (2001) reform can be said to mean the effort to reconstruct structures and tools of government and the ability to improve the organisational effectiveness and efficiency. The process involves identifying a problem and try to solve it.

Kwaghga (2010) referred to reform as “on many instances leaders carry out reforms in order to accomplish a goal” which are central to production. On the other hand, reform as a concept can viewed from the ability to raise quality services to the people and the promotion of social and economic development and at the same time building a strong administrative capacity to perform functions of the service. Reforms contribute greatly in the area of budgetary stability, macroeconomic stabilization, managing aid effectively, strengthening avenue for revenue generation and implementation of investment framework and expenditures plans and programmes. Its contributions also extend to development of social programmes and equitable implementation of designs, improving morale of civil servants and enhancing their capacity as well as all these functions are decisive in reform process.

The major challenges of reform especially in civil service is hinged on the issue of social and economic aspect of development this resulted in increasing the politicization of civil service in most developing economy the worst of all is the shift of political orientation of the civil service to neutrality and impartiality (Lienert & Jitendra, 1997).

Civil service reform entails issue of salary, promotion, recruitment of candidate, number of employees, performance appraisal as well as other matters for reforming public administration. Reform in civil service inculcate the cost of

public sector employment via retrenchment and restructuring but the scope is wide because it takes cognisance of a long term by establishing a government workforce of the right professionals, the right motivation, appropriate skills, client focus, ethos and accountability. Other reasons why civil service reform has not made a tremendous impact is hinged on the complexity of the system and interdependencies, the conflicting interest of the actors in reform process, the ambiguous nature and the delay in implementation and so on (Repucci, 2014).

According to Kassa (2011) opined that reforms of civil service cannot be carried out in a vacuum. In addition, that appropriate process and procedure must be followed to ensure an effective result. Thus, comprehensive reform entails the civil service, good governance, and the involvement of civil society will give the true picture of the reform. Also, it involves sustaining commitment from both administrative and political leaders to accord a success. Kokebe (2007) is of the same view that civil service reform cannot operate in isolation meaning that it has to be handled along with good governance in order to enhance the results and the review further identified three dimension of governance. These includes: (i) public or political governance whose power is vested in the state government or public sector (ii) economic governance whose power is at the discretion of the private sector, in terms of policies process or mechanism that are necessary in production, and distribution of goods and services within an organization (iii) social governance whose power resides in civil society, citizen, non-profit making organizations, considering the value system and beliefs that modified behaviour and at the same time capable of making the public decisions to be taken.

However, Balogun (2001) explain further that the three aspect of governance identified by the previous researcher are key in reform process because of their interdependent role they played in the society. Elaborating on the concept social governance is anchored on moral foundation, while economic governance is on a material foundation and political governance takes care of the order and cohesion in the society.

Therefore, governance in this context is not only about the interaction between the government and social organization, and their relationship with citizens but much more on the ability of the state to serve the people and other actors, it also extends to the ways and manners in which public activities are carryout, management of public resources and exercise of a regulatory power. In line with the review, a well-functioning civil service must be the one that assists in promoting effective service delivery, accountability, effective policy making, and capable of utilising public resources, which are the quality of good governance. Good governance serves a dual purpose in that it is not used for civil service and administrative reform alone but also connect civil service reform and all that involved in making the policy decision active with a system that is viable for citizens' participation and accountability.

Reform is meant for rationalizing structures of government. Civil service reform aid in strengthening the capacity to perform government functions (Mesfin, 2008). Civil service reform some time contribute to the macroeconomic stabilization by restoring the issue of revenue collection, budgetary stability, improving development performance via proper implementation of investment and managing aid effectively, and management of public expenditure plans and

programmes. The reform aid in designing and implementation of social development, increasing the morale of the civil servants and at the same time enhancing their capacity (Satish, 2004). Public service reform is perceived as the global phenomenon that has affected the economy of both the developed and the developing countries of the world (Mutahaba & Kiragu, 2010).

Public service reform is described as top priority agenda in the European government irrespective of their political disposition, although the pace and timing among others differs across countries of the Europe (Agagu, 2008). Nwokoma (2015) highlight the major problems of reform to lack of government commitment to faithfully implement reforms, policy instability and difficulty in building reform in energy and fiscal sector of the economy. Agboola (2016) defining public sector reform, that reform of public sector is a deliberate action taken by government to improve professionalism, the effectiveness, efficiency, and the representativeness of a democratic governance in order to promote better service delivery of public goods and improve on the accountability. Such move includes, organizational restructuring, improving human resources management, gathering of data and analysis, training, strengthening measures for public participants, enhancing pay and other entitlements, overall fiscal constraints, transparency, and war against corrupt practices.

While in the opinion of Schacter (2000) defines reform of public sector as to substantiate or consolidate the way and manner that public sector is being managed. The review found that public sector may not be able to do much because of the limited resources at her disposal, it decision may be irrational, staff may be mismanaged, poorly organization, weak accountability, poor

delivery of programmes, as a result of poor designed and on the whole public sector is synonymous with “government”. Nnamani and Chilaka (2012) defined reform as improvement in the state of affairs of a particular countries and such change must be geared towards enhancing the conditions of the people which is synonymous to progress made as a result of reformation. Olewe (1994) observed that reform has to do with transferring of plans, ideas, programmes into actualization. In other words, reform is transformations that is national aimed at producing a better change.

While in the word of Everett (1989) look at reform to mean a participation process that is directed towards economic and social change in a particular state. With the intention to improve the social and material advancement such as freedom, quality, and values that the majority of the people will be in control and in custodian of their environment. Thus, good reform should be able to improve, and renew national and transformation via systematic polity implementation. Again, it should be the type that can affect the statusquo positively. In fact, it involves planning and implementation if the reform is to achieve the stated objectives. In line with the review reform generally is a planning process that involve enhancement of socio-economic and order in political process. It was found that socio-economic reform involves a comprehensive government programme that is aimed at improving the entire structure and public service for efficient service delivery.

2.9 Political System and Public Administration in Nigeria

The political system of administration in Nigeria during the colonial administration was different compared to the present day administration.

However, the role of the district officer which is now known as the traditional rulers can be seen from the perspectives of the political development in the northern Nigeria (Smith, 1972). Furthermore, the study forms the relationship that occur between the arena of administration as well as change in politics. Again, the study found that bureaucrats are burdened with the task of sustaining stability in the political system as well as the controlling of balance of power. Nevertheless, it was revealed that administration is reliant on the kind of political system in operation. Consistent with the review, the study of public administration has created much consideration for the tasks of bureaucracy as it has to with the political system by precisely outlining the roles of political appointee in government.

As it is, in the advanced countries such as UK, Germany, United States, and France, it was shown that the colonial government has spelt out the political roles of administrators in these countries. Though, regarding colonial government, the power is always highly regionalized and given rise to development of native political leaders. Even though, in Nigeria, one of the structures of colonial law acknowledged by the preceding study was delegation of judicial, administrative, besides political authority to the administrators which allow accountable government by safeguarding safety in the state (Smith, 1972).

According to Kifordu (2013) the point of stress is on the structural changes that happened in Nigeria polity. The study found that during the colonial administration in Nigeria there was a change in the political procedure along with the economic resources. It was also discovered that colonialization had brought in a serious hindrance to the country particularly on the issue of

economic development; this has led to a change in the political system in Nigeria (Kifordu, 2013).

Furthermore, erstwhile study revealed that from the period of military regime to civil administration in Nigeria, the structure of the civil service has not been operative in developing the political institutions as such the leadership was not skilful enough in stimulating social development. Again, within this period, rather than strengthening the institutions in line with the structural changes, Nigeria lingered in a bad light by proliferation of political establishments as well as socially inept administrations. More so, it was discovered that though the civilian administration has been continuous since 1999, there have been issue of elite progressions at the top most executive positions besides offices of government which are clearly confirmed by violent nature, conspiracies, and use of force to win elective positions in the Nigeria polity.

More so, the changes in political and economic resources of the country has created an opportunity for invasions of revenue particularly those occupying the key political executive cadre. Combined with inter party as well as intra party disagreements have shown and are being responsible for the outcome of manipulations by the most powerful personality in the office of the chief executive. However, the public administration in Nigeria, and changes from the military to civilian administration affect the arrangement, configuration of the civil service. This is also evident from the standpoints of Adamolekun (1997) whose work shown that in the course of the military administration in Nigeria, the regime embarked on civil service reforms and the results did not offer the anticipated service delivery.

Likewise, the regime was attended with politicization of the civil servants that led to transformation of opportunities for the chief executives in terms of wealth amassing instead of serving as instrument that would bring up the process of move to democratic rule. In line with this, the government also made some changes that directly affect the arrangement, structure and the purposes of the civil service specifically as it has to do with the issue of career. Career permanent secretaries, directors general and ministerial posts were changed without regard for services and progression. This recurrent interference has to do with admission and removals of officers without following the due process had contributed destructively to the management of the civil service.

Furthermore, it was found that the military suspended the constitution, then drafted manifestoes for political parties. However, it was revealed that those civil servants and politicians that were against their will were jail and others that were suspected of coup plotting were in imprisonment without trial. The military tyrannical governance has really affected the operation of the civil service as the civil servants does not have a future in their career job and some of them were retrenched and others left for a higher pay job elsewhere. The government was marked with human right violations, regional rebellions, brutalization, press freedom was challenge to a point that newspapers houses were endangered, human right publications were closed down in addition to jailing of Journalist for reporting cases. Therefore, state apparatus (the civil service), was used to propagate personal interest in office (Adamolekun, 1997).

Even as the issue of “who” gets “what” arise it was found that state, muscle was used to stop the plaintiffs. Civil service was under sober attacked as civil

servants do not have a say, unions, cannot express their opinion about the government. The crisis in this period over resources allocation caused the death of renown civil rights activist and a frontrunner of oil rich Ogoni land in the Niger Delta- Ken Saro Wiwa was killed in spite of the worldwide objection. The Niger Delta crisis remains a strong force (Edylyne, 2001; Douglas et al., 2003). While another school of thought, also say that the bureaucratic institutions must be fortified to promote social and economic development.

Again, it was established that it is significant to also reinforce political institutions so as to control the bureaucrats from promoting their own interest in the absence of political control. It was also revealed that the long term military rule in Nigeria, between 1966-1979, offered a test for two position. The civil service were very influential and controlled by the uncertainty policies of the military rulers. However, it was shown that with a lot of oil money, the bureaucracy would have shown considerable economic development. However, the other opposing school of thought says if the bureaucracy is not under control it would promote its own, at the detriment of the national interest.

2.10 Structure and the Composition of the Civil Service in Nigeria

Civil service is the service of the federation that comprises of staff in the same capacity as the office of the president, the vice-president, as well as ministries or department of the government of the federation saddled with the responsibility of government business within the federation. Civil service can also be seen as an organ of government that enjoys continuity of existence. Civil service members are not like the members of the National Assembly or State House of Assembly that have a short term of office, which sometimes at the end of their tenure may

or may not come back to the office. Meaning that Nigeria civil service still remain even though the elected members may leave at the termination of their tenure. If by circumstance, one civil servant leaves his/her office another person took over instantly (Public Service Rule).

Succinctly, civil servants are known for policies execution for government. In actual fact, civil servants are the apparatus of government constantly but its members or service are lacking of prejudiced politics. The instrument of government is authorized to assist in articulating and applying the approved government policies regardless of his personal opinions or attitude. Consistently, this does not suggest that civil servant should be included in an unlawful action, if directed in such condition, but rather seek for instant legal position and advise on the action to be taken.

2.11 The Structure of the Civil Service in Nigeria (Vertical Structure)

Operationally, the federal civil service is divided into ministries as well as extra ministerial offices. As it is, the following are the ministries as well as extra-ministerial offices:

The Presidency (i) State House (ii) Office of the Secretary to the Government of the Federation (iii) Office of the Head of the Civil Service of the Federation (v) Federal Capital Territory (vi) National Sport Commission.

The Ministries are: (i) Ministry of Youth and Development (ii) Ministry of Works, Housing and Urban Development (iii) Ministry of Women Affairs and Social Development (iv) Ministry of Transport (v) Ministry of Tourism, Culture and National Orientation (vi) Ministry of Science and Technology (vii) Ministry

of power (viii) Ministry of Police Affairs (ix) Ministry of Petroleum (x) Ministry of Niger Delta Affairs (xi) Ministry of Mines and Steel Development (xii) Ministry of Employment, Labour and Productivity (xiii) Ministry of Justice (xiv) Ministry of the Interior (xv) Ministry of Information and Communications (xvi) Ministry of Health (xvii) Ministry of Foreign Affairs (xviii) Ministry of Finance (xix) Ministry of Environment (xx) Ministry of Education (xxi) Ministry of Defence (xxii) Ministry of Commerce and Industry (xxiii) Ministry of Aviation (xxiv) Ministry of Agriculture and Water Resources. The total number of the ministries are 24. The diagram below provides detailed explanation on the structure of the civil service in Nigeria.



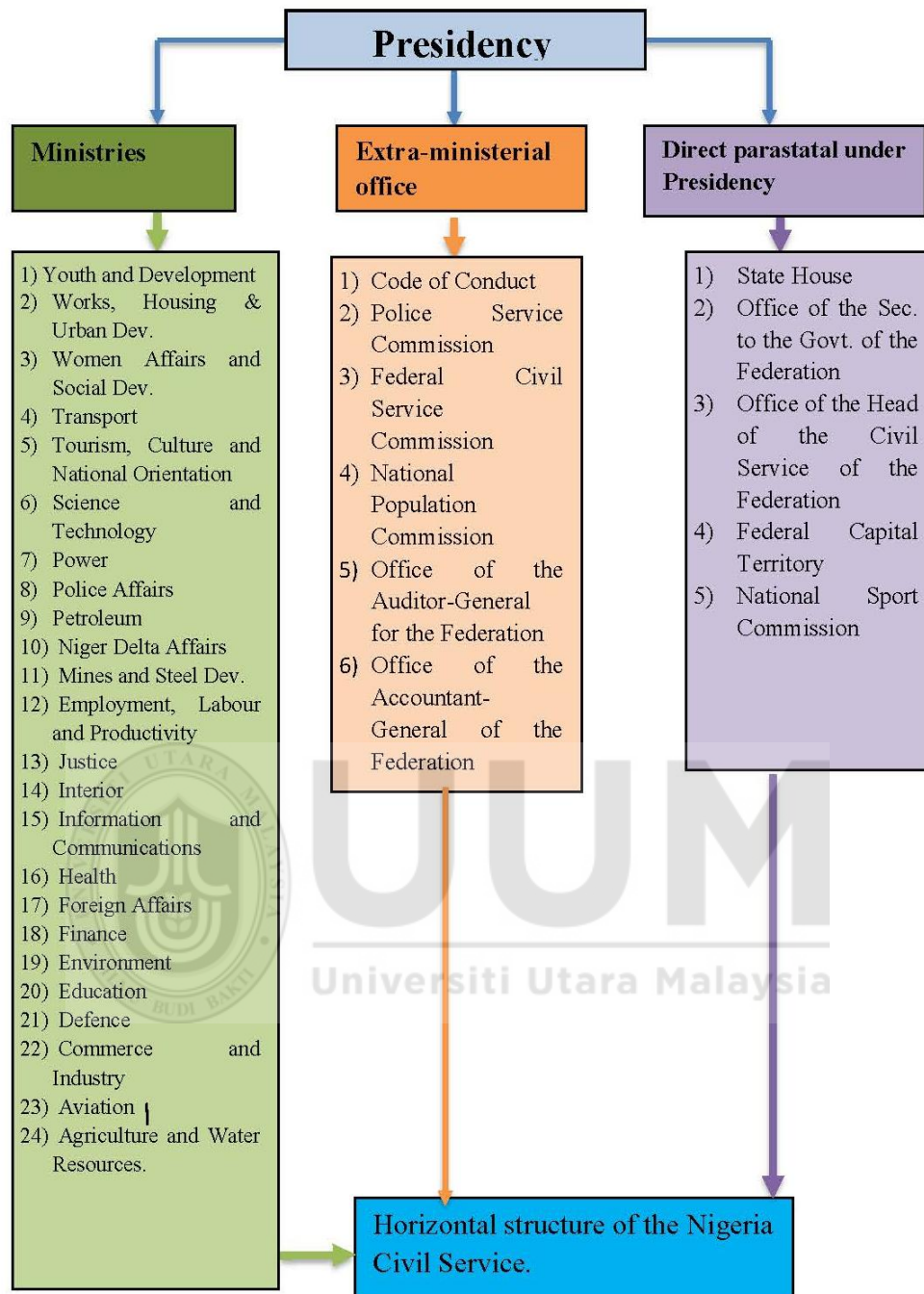


Figure 2.1. Organizational Structure of the Civil Service in Nigeria

Extra-Ministerial Offices are: (i) Code of Conduct (ii) Police Service Commission (iii) Federal Civil Service Commission (iv) National Population Commission (v) Office of the Auditor-General for the Federation (vi) Office of the Accountant-General of the Federation. **Horizontal Structure of the Nigeria Civil Service:** Based on this, the ministries have certain functions that are

accomplished across board. These functions are assigned to core departments in the specific ministry. These are further categorized as follows: (i) Department of Administration and Supplies or Human Resources Management (ii) Department of Planning, Research and Statistic (iii) Department of Finance and Account or Finance and Supplies.

Furthermore, apart from these main departments, each of these ministries has professional departments that are structured to carry out the mandate of the ministry. The professional departments differ contingent on the size of the ministry but as a minimum not less than five. In fact, it was learnt that how the ministry was planned shows the assemblage of the assigned tasks. In addition to all these departments are units. Grounded on the structure of the civil service, are typically smaller to be called a department but have some important tasks that are also pertinent in the administration of the civil service. These units are attached to each ministry as the case may be.

2.11.1 The Roles and the Functions of Central Operating Agencies are:

(i) Staffing

At the head of every ministry is the minister who is the chief executive of the establishment as revealed by the civil service handbook. As the representative of the president in every ministry, the minister has the responsibility for projects, policies as well as programmes administration. On the other hand, in some ministry the minister of state might assist him. The functions of the minister's includes; (i) meeting of the executive council of the federation (ii) policy origination (iii) predicting the public image of the ministry (iv) taking

memorandum from the ministries and its parastatals to the executive council of the federation (v) application of the approved government policies (vi) make sure that ministries attained their set objectives on budget implementation (vii) administration of parastatals under his ministry (viii) endorsement of the minutes of meetings of the ministerial tender board (MTB) (xi) transmission of government policies to affected parastatals.

(ii)The Permanent Secretary

Permanent secretary is at the helm of daily management of the ministry, also the accounting officer of the establishment and the time chief policy adviser to the minister. The foremost responsibilities of the permanent secretary are as follows:

- (i) approving the decisions as well as endorsements of the ministry's junior staff committee
- (ii) the administrative head of the ministry and its accounting officers
- (iii) make certain that official matters are handled with expeditiously in the spirit of SERVICOM
- (iv) custody and handling of papers of the executive council of the federation
- (v) appearance before the appropriation committee of the National Assembly to defend the budget proposal of his ministry
- (vi) administration of the allocated resources to achieve set targets objectives.

The other cadres of the civil servants are directors and heads of the departments who are responsible to the permanent secretary. Deputy directors are in control of the division; Assistance directors who head the branches and chiefs who head the sections. Their subordinates' staff range from salary Grade Level 03 to salary Grade Level 13. While other officers less the classification of permanent secretary are in one cadre or the other. The combined structure that exist in the federal civil service of Nigeria, in today's administrative settings ranges from top to bottom, and the

pyramid includes the following class of officers and employees. These are: (i) administrative and professional officers (ii) executive and technical classes (iii) secretarial class (iv) clerical/junior technical and sub-technical classes and (v) miscellaneous and unestablished/grades.

(iii)The Administrative and Professional Officers

One of the conspicuous groups in the federal civil service composed of the administrative and professional officers whose functions are derived from the system of government. The ministers have delegated in them the executive authority. Occasionally they may not be proficient in their sectors but they are steadily the symbol of the ambitions, yearning, and the wish of the people. They engaged in policy making on behalf of the society which pave way for the ministers to be able to carry out policy formulation efficiently and effectively. The staff, under the control of permanent secretary, support them and they are to perform the work of the departments along with the objectives of the ministers.

(iv)Executive, Technical and Clerical Cadres

The functions of the executive cadre officers are routine and supervisory but the technical cadre officers, on the other hand, are sub-professional. **Clerical Cadre Officers**, on their part, playing a supporting role. However, in line with the review, those in this category had the opportunity to enrol in for a University degree in order to make them to continue to be relevant in their place of work and at the same time guarantee them of tenure of office in as much as they choose remain in the service.

2.11.2 The Functions of the Civil Service: Fundamentally, civil service perform the following functions these are;

(i) Ensure stability between administrations (ii) advise governments on implications of various policy options open to it (iii) implement government policy (iv) defend public interest as the custodian of the public conscience (v) operate an open, human and sensitive system which respects the rule of law (vi) contribute to translating the dreams and visions of the political/ruling class into concrete reality through the formulation of far-sighted policies and programmes and executing same loyally, conscientiously and effectively (vii) guarantee quick, and effective service delivery (viii) operate a personnel management system that ensure high professionalism, significant specialization, excellent motivation and high morale; and (ix) manage government data and information system effectively and efficiently so as to facilitate availability of data for government decision making.

2.12 The Political and Administrative Channels Available to the Public for Channelling Complaints on Inadequate Service Delivery are:

2.12.1 Public Complaints Commission:

The commission is burdened with the duty to check the excessive control of administrative processes (non-adherence to procedures or abuse of law). Furthermore, it also revealed that the outcome of the late Chief Jerome Udoji panel empowered by the Gowon- led federal government to offer recommendations on how to beat abuse in public service, which become widespread proximately after civil war. That was why the commission was established. As it is, the Public Complaints Commission Act Cap P37 LFN.2004 (PCC Act) in section 5(2) states authorized the commissioner to investigate matter based on his own ingenuities or following complaints tenable before him

by any other person, for administrative action to be taken: the responsibility also covers both public and private sector of the economy.

(i) any departments or ministry of the federal or the state government (ii) any statutory corporation or public institution set up by government of Nigeria (iii) any department of any local government authority set up in any state in the federation (iv) any company incorporated under or pursuant to the Companies and Allied Matters Act whether owned by any government above mentioned or by private individuals in Nigeria or otherwise, or (v) any officer or servant of any of the above-mentioned bodies. In line with the review, Public Complaints Commission is one of the powerful weapon use by the individuals, groups or companies to channelling complaint, unfair, and seeking for equity. In addition, the functions or the roles of the commission regardless of the organizations mentioned above are:

The primary functions of the commission are to carry out an investigation on behalf of the plaintiffs who feel depressed or angry by the action or inaction of government or private companies.

It is an organ of government set up to handled or amends complaints on the ground of injustice originating from the citizens or residents of Nigeria. The commission is established to promote social Justice for the concern citizens.

It is also a practical tool use for Nigerians or anyone resident in Nigeria seeking redress against injustice arising from abuse of bureaucratic proceedings, errors, omission by official of government in the course of performing their administrative duties or limited liability companies in Nigeria. The commission

also aid in improving laws, procedures, practices, rules and regulations, standard of behavior of public officials in public administration (ACT, CAP 37 LFN 2004). A good example, 2011 election violence; Independent National Electoral Commission (INEC) moves to compensate after victim petitions complaints commission. Again, it was reported that the commission helped family to recover 18m insurance benefits 8years after the passing away of the breadwinner (PCC official website).

2.12.2 National Human Rights Commission

The National Human Rights Commission is also one of the way where citizens of Nigeria channelling their complaints. In fact, this commission is recognized by National Human Rights Act of 1995, as amended in 2010 for safeguarding all human rights. To be specific, the commission is to handle all matters concerning the protection of human rights in Nigerian as preserved in the Federal Constitution of Nigeria, the United Nations Charter, the African Charter on Human and Peoples Rights, the Universal Declaration on Human Rights and other international treaties to which Nigeria is a member. In line with the amended Act in 2010, the commission is authorized to summon persons, acquire evidence, award compensation and its decisions are enforceable.

It also has the authority to visit any place of unlawful detention with a view to ensuring that the human right of the detainees' is not violated. The Commission has been creating awareness in respect of its statutory mandate and regional obligation reference to Article 26 of the African Charter on Human and Peoples' Rights. The Commission has Affiliated Status with other Commission in African and accredited with "A" Status at the International Coordinating Committee

(ICC) of the National Human Rights Institutions; that is, fully involves in Paris Principle, a UN General Assembly Resolution (1993). In brief, the obligation of this Commission is national. Furthermore, the Human rights principle includes set of values that control the government activities and the actors that are involves in service delivery programme. The principles of the commission outline the standards against which any violation of law such an actor would be held accountable. Furthermore, the principles emphasize on the consent of quality service delivery.

In terms of delivery of services to the people, human right plays a very important role by aiding the state in refining the ability to achieve its duty to provides goods, which are vital elements for the protection of human rights. A good example is; the right to health, education, fighting corruption, food and shelter, struggling for the right of those in custody, the right for freedom of expression and mass media, independent of the Judiciary and access to Justice, people with disability deserve care in our society, respect for diverse religion and beliefs, and many others. Reform of service delivery entails mechanism for accountability and transparency, and granting access to people and public participation in decision-making.

2.12.3 Challenges of Corruption among Civil Servant

The Nigeria civil service has not been free of cases and complaints about corruption. The union as well as government have rightly acknowledged corruption in the civil service as “the nation’s ultimate calamity. Following series of complaints therefore, a number of arrest have been made on some civil servants in Nigeria.

For instance, among those that can be referred to as civil servants diverted about \$2.1 billion arms deal, the money that was planned for the acquisition of arms in the fight against Boko Haram insurgency group. Even, the pigment of corruption did not overlook anti-graft agencies as previous Chairman of the Economic and Financial Crimes Commission, EFCC, Ibrahim Lamorde, was blamed of deceitfully diverting over N1tn profits from corruption recovered by the agency (Adeyemi, 2016).

Another group of civil servants that ought to earn respect from the public is the police but on the contrary, the police who work in some checkpoints on the highway cannot do so without taking of kickbacks from drivers. Another civil servant from the federal ministry of power, works and housing, are indicted for diverting 4.5 million naira (\$12,500) out of five million naira billed to mark International Anti-Corruption Day.

Recently, from one of the workforces of one of Nigerian organisations, about 61 or 62 houses in an estate were sized due to corruption.

Spectacular cases of corruption by civil servant was that of the last minister of petroleum who was purported to have plundered over \$20b, part of the incomes from Nigeria's main income producer, crude oil. Another was that of another civil servant, Akpobolokemi allegedly pillaged over N12b from NIMASA, using various companies to perfect the act.

The last National Security Adviser (NSA) was said to have stolen the expenditure of over \$2.1b to various individuals. The former Peoples Democratic Party (PDP) spokesman was accused of supposedly got N400m as corruption.

Another previous minister, Musliu Obanikoro allegedly got N4.7b, which he appealed to have shared amongst some individuals.

The last Chief of Defence Staff (CDS) acquired a N320m house for his 28-year-old son as well as another N260m for his first son in the highbrow area of Wuse in Abuja.

2.13 The Roles of Non-Governmental Organizations (NGOs)

Piotrowicz and Cianciara (2013) perceived that the term Non-Governmental Organizations is made up of dissimilar bodies, which operate but not for profit making unlike private sector. More prominently, NGOs do not belong to the government sector but that NGOs is a group of people that use their assets and independent of any external control with a precise objective to bring about change in a specific community or environment.

NGOs usually support the Nigeria citizens in terms of provision of service delivery. NGOs have the structure of social activity that exhibited the grassroots initiatives. They try to solve worrying and uncomfortable problems for politicians. Health system encompasses all the organizations and institutions, which are working in order to advance, uphold, and recover the health challenges. Its actions include, disease prevention, health promotion, in conjunction with various ministries. The major activities of NGOs is based on all the activities of the health system. Therefore, the tasks of NGOs in health, is services delivery and health advocacy. Service delivery can be seen from the viewpoint of medical and social, care and nursing, emotional and financial support as well as informative and training.

Alternatively, health advocacy is the effort of the community and individuals' actions put together in order to gain political and social recognition and supports in the area of health initiatives and programs, in most cases these core objectives of NGOs are achieved through awareness raising. In the health sector are many NGOs that operate all over the world in the aspect of humanitarian services, while others focus on global health problems. They handle building of basic health facilities in Nigeria as well as other part of the world. Similarly, they provide vaccination programs, in addition to emergency response. Additional roles of NGOs in Nigeria are:

To work together with other stakeholders to ensure access to vaccines, medicines, and medical technologies;

To assist on health information system by producing a useful data on health determinants and health system;

To assist in health financing system by exploring funding sources to make sure people have access to health facility at a reduced cost;

To ensure that a reasonable number of trained staff is available via capacity building or advocacy to government etc; and

To make sure health services are effective, efficient, and accessible to the public.

2.14 The Role of the Media

The role of social media is very important as government agencies make use of social media to disseminate their mission. These technologies offered new

opportunities particularly in the area of citizen's participation in addition to engagement in public issues, increase in government transparency and trust, improve inter and intra –organizational association (Karakiza, 2015). The study disclosed that today, citizens make use of Information and Communication Technologies, not for professional purposes but also for social life. Therefore, the study found that the citizen's anticipations for modern and effective government sector is demanding. With social media, government agencies have become citizen-centric and social media is observed as powerful tools to improve public participation in service delivery (Kutsikos, 2007).

In this regard, Blackshaw (2006) observed that social media is the internet applications that portray consumer content, which consist of media impressions generated by consumers, with relevance experiences and shared online for easy access by other consumers.

2.15 The Role of the Politicians

Politicians play an important role in reforms of service delivery by directing the affairs of the State which is positioned on the administering of the polity. In line with this, politicians are termed country's primary policymakers and based on their role in policy of government they are responsible to the citizens in terms of policies that have been publicize and implemented. However, they do not implement policy rather they formulate or delegate these constitutional responsibilities to the bureaucrats (Campos & Lateef, 2005). Moreover, their roles in service delivery reforms also encompasses the need to establish the rules and regulations, and the institutions that govern the operation of the civil service.

These institutions include; formal institutions such as a civil service code, the budgeting system, or reporting systems.

2.16 Gap in Literature

Based on the empirical evidence in the existing literature it is imperative to note that three important areas are understudied therefore required further exploration. These includes; investigating the problem of civil service reform as discovered in the study conducted by Inyang and Akaegbu (2014). The study found that British colonial administration in Nigeria after the attainment of independence in 1960, their effort was to compliment the transformation of civil service into a complex system which was not achieved. Again, the study discovered that the problem of not achieving the desired goals was attributed to factors such as politicisation, inadequate of human resources, and non-professional were used to handled human resources function, the right people were not trained, and the problem of unstructured nature of the civil service. Premise on this review therefore, in order to address the problem affecting improved civil service delivery, this study is imperative.

A theoretical framework was used to explain how factors such as institutional support, economic policy, duplication of service, poor supervision, understaffing, ambiguity of focus and content, weak government configuration, inadequate staff welfare, and malady of corruption affect the civil service reform, and how they can collectively be addressed in order to improve the outcome of the service provided by the government (Bintil, 2004; Commission for Africa, 2005; Olaopa, 2010; Bayo, 2012; Eme & Andrew, 2013; Inyang & Akaegbu, 2014). However, limiting the failure of the past reforms to these

factors alone will amount to committing academic blunder most especially in the field of political science and administration, issues are not generalised or replication of results is not tenable. Further research need to be conducted in order to give some detail explanation about the phenomenon under study, interview were conducted with the informants (Gary, 1995).

Beetseh (2014) is in support of other authors that say the major obstacles facing Nigeria civil service is that of “rules and regulations”. Most especially, as the issue was attributed to the calibre of persons employed to work in the civil service. Again, the study suggested that this issues could be addressed if government embark on good reform of civil service delivery. Therefore, this is one of the factors that warrants this study.

Brosamle (2012) observes that reforming the civil service seems to be a difficult task where success stories are scarce. The previous study found that one of the challenges facing civil service reform is attributed to inadequacy of empirical data in determining the administrative quality. As a result, it was concluded that the study requires detail-rich data. Although, it was argued further that descriptive data on institutional design as oppose to perception-based indicators coupled with data on the bureaucratic heritage is the issue. However, the previous study makes use of quantitative research design along with some key variables to establish the relationship.

Again, previous study was based on objective reasoning adopting the methodology involving descriptive data. While the issue requires the subjective

perception of the phenomenon leading the present study to conduct an in-depth interview with the principal officers of the organization and at the same time the beneficiary of the service to find out if the civil service reform in the past were able to deliver improved service to the people.

Furthermore, the issue of provision of services to the citizens have posed a lot of challenges to every regime that comes into power to experiment and initiate reforms or measures to restructure the public sector. United Nations Economic Commission for Africa 2010 report, acknowledged that Nigeria civil service system has had three political experiences which includes: the colonial government, military and civilian. It was therefore disclosed that each of these has not properly transformed the needed developmental services to the people (Omitola, 2012). Nwanolue and Chidubem (2012) also supported this statement that there is a growing body of literature that have attributed the failure of the past reforms to the government not been able to re-positioning the civil service in the spirit of truth and provision of improved services delivery to the people.

Apart from this, after a long-term military rule and civilian administration in Nigeria, the issue of improved service delivery have defiled solution. Since previous studies conducted was unable to address this problem using documentary analysis by consulting relevant documents. The present study explored and conducted an in-depth interview with the appropriate individual's concern through which new information will be provided to serve as appropriate guide for possible recommendations.

Additionally, the findings from the study conducted by Murana, Olayinka and Omotayo (2016) disclosed that reforms failed to address the repositioning of Nigeria civil service for improved civil service delivery. Again, it was observed that previous study makes use of secondary sources of information for this sensitive issue and draw a conclusion. In a study conducted by Okechukwu, Ukeje and Ekwunife (2016) their findings are almost similar with one of the authors that maintain meritocracy is a factor influencing civil service without sufficiently explaining how it influenced civil service delivery reform. However, the previous studies do recommend that SERVICOM study is new and there is a need for further understanding of the challenges and solutions to handle it.

Lending credence to these gaps and the need for this study, scores of the previous study recommends that further study should be able to address public perception of service delivery in administration. In reality, the issue of service delivery in Nigeria has raised debate among scholars; empirical study shows that practitioners of administration and politics have different perception or view on the civil service delivery. Most of the previous studies make use of descriptive and content analytical approach in conducting the study. Responding to these challenges, this study adopted in-depth interview and thematic analysis through NVivo 10 software was implemented data analysis to facilitate the process of sorting, coding, analysis, preparation of models from the data for the findings.

2.17 Summary of Chapter

The chapter touches literature relating to the topic, i.e., the civil service reform in Africa countries and in particular Nigeria. Some of the topics that were

highlighted are civil service reform during the military era and civil service reform during the civilian administration in Nigeria, also comparing the reform of military regime with that of civilian administration in Nigeria and review the origin of Service delivery or SERVICOM and past studies within the Nigerian Federal ministries, departments and agencies MDAs. More so, conceptual discussion on the concept of civil service, prospects and challenges, the political system and public administration in Nigeria, structure and the composition of the civil service and its functions. Lastly, political and administrative channels as well as the roles of the agencies are reviewed.



CHAPTER THREE

THEORETICAL FRAMEWORK

3.1 Introduction

This chapter established the theoretical framework, which serves as a guide to the study. The chapter begins with theoretical framework under which the bureaucratic theory, the public choice theory and system theory were reviewed and applied to this work. Finally, the theoretical framework is developed based on literature review and the theory.

3.2 Theoretical Framework

This study explore the relevant theories that explain, justify and support the study in order to provide a framework that establish the research problem posed and the objectives set out to understand civil service reforms in relation to formulation, implementation and review of government policies and programmes.

The bureaucratic theory and public choice theory provide a strong analytical point in explaining the failure of the government reform to address the problem of poor civil service delivery based on the perspectives of rationality in decision-making and strictly adherence to the prescribed rules and regulations. This study was able to integrate the theories by illuminating the bureaucratic reasoning and the perspective of public choice which bare how civil service reforms are being handled in Nigeria. At the same time, the theory provide a considerable explanation as for why the issue of poor civil service delivery defiled solution over time. In addition, in order to fill the theoretical gap this study seeks a

further explanation in the use of system theory with the view to provide deeper and contextual explanation of the poor civil service delivery and to identify factors that contributed to poor civil service delivery. Consequently, a theoretical framework for this study was developed to address this theoretical gap by applying the theories with some of the empirical evidence identified in the literature review.

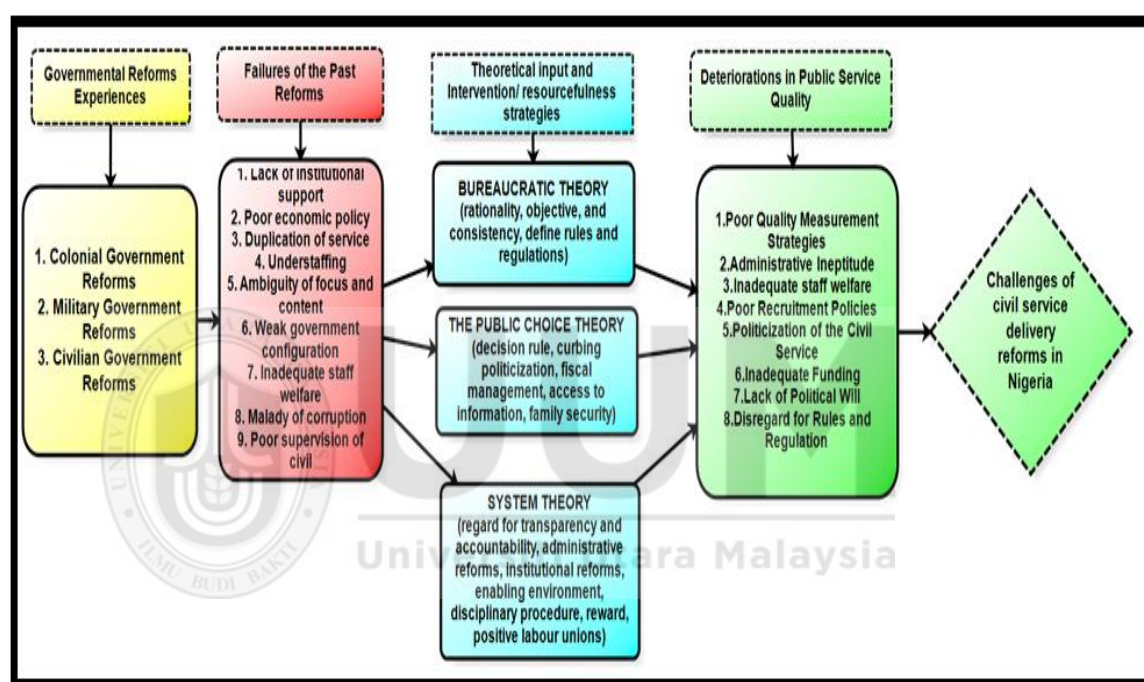


Figure 3.1 Theoretical Framework

Lack of Institutional Support: Lack of institutional support as its affect poor civil service delivery can be seen from a study conducted by Joshi and Carter (2015) the challenges to reform in public sector institution. The review discovered that a number of factors (Bukenya & Yanguas, 2013) has affected reforms in public sector. However, Rocha (2014) attributes those factors as corruption, patronage and political detention, the role of the actors in policy process, uncertainty and unstable government, lack of political will. Therefore, it

was concluded that public sector institutional reform must devoid of political patronage and other factors that was mentioned in order to be efficient and effectives.

Poor Economic Policy: The issue of economic policy as it affects poor civil service delivery can be seen from a study conducted in South Africa. The review found that improper economic policy leads to poor service delivery in public sector. Again, it was discovered that the civil servants were demanding for better services such as wage increment, reduction in crime rate, resistance to economic policy, service charges, mobilisation of the masses, sympathy with oppressed, solidarity and so on which later aggravated. In line with the review, this act was carryout because of bad economic policy envisaged by the government (Alexander, 2010; Grindle, 2004).

Duplication of Service: This can be seen in a study conducted in the U.K on executive's use of public service agreement as an effective instrument of governance. The study argued strongly that in the U.K, the executives which is referred to as "treasury" in an attempt to make use of public service agreement (PSAs) as panacea for enhancing coordination. It was discovered that the PSAs has been used in the time past as part of the so-called delivery agenda of government in order to improve the performance of public service. Again, it was revealed that the PSAs attract little interest because of being politicised, duplication affects its effectiveness likewise to the issue of service delivery, duplication do affect reform process and not only that the general outcome would be affected (James, 2004).

Understaffing: According to understaffing theory, behaviour setting in public organization may refer to inadequate in number of the workers in an organization in relation to the tasks assigned. Therefore, influencing participation on the part of the workers by the management in an understaffed condition where there are cases of insufficient personnel to carry out the tasks and this may serve as a threat to a behavioural setting. That is to say, if the workers complied then, the setting must continue to function otherwise reverse is the case. However, this threat results to pressure on the part of the workers. Again, in the contexts of poor civil service delivery, if the number of workers is inadequate to carry out the specific tasks assigned by the management, it will amount to a task not been performed and the service delivery will be affected (Ganster & Dwyer, 1995).

Ambiguity of Focus and Content: This one can be seen in a study conducted on democracy, public expenditure, and the poor. Understanding political incentives for providing public service is important. The previous studies do make mentioned of misallocation as it relates to the lack of focus and content, and that the issue has been defiling solution over time despite the fact that government is selective and remained in office. However, the review discovered that policy makers from time to time do divert fund/spending away from projects and programmes that would have benefit the poor or even sometimes failed to implement policies that will improve the service and at the same time benefit the poor people (Keefer & Khemani, 2005; p.1&2) & (Devas & Grant, 2003).

Weak Government Configuration: this one can be attributed to the study conducted in 2000 on national public opinion survey explore e-government

ability in relation to people's perception of government and their hope in service delivery. The previous studies do make use of content analysis and public assessment and concluded that e-government does not really transform the needed service delivery in government. Again, it does not offer the confidence and capability that government is effective (West, 2004; Ahmad, Devarajan, Khemani & Shah, 2005).

Inadequate Staff Welfare: Evidenced from a cross-country study of public financial management upholds that reform defiled solution over time as a result of lack of incentives such as good remuneration package, prompt payment of staffs' salaries and other allowances, staffs' promotion, seminars and workshops, as well as the general well-being of the staffs. Some key elements that have been neglected by the government contributed greatly to the poor civil service delivery. However, if all these are properly taken care there will be motivation on the part of the civil servant to put in their best and the resultant effect would have helped in chipping the reform initiatives than building on a weak structure (Fritz et al, 2012; Joshi & Carter, 2015).

Malady of Corruption: The review emphasised the setting up agencies that could fight and manage the behaviour of the politicians and the core civil servants. Examples of such agencies are - Anticorruption and transparency policy, Economic and Financial Crime Commission, Independent Corrupt Practices and Other Related Offences, and so on. Meaning that government should put up measures to checkmate the activities of these calibre of persons as regard the use of conversion and diversion of public fund to personal use with

the aforementioned agencies? Once it is done, it will curtail the financial recklessness on the part of the politicians and the core civil servants, which in turn will aid in better service delivery to the people (Bukanya & Yanguas, 2013; Huther & Shah, 1997).

Poor Supervision of Civil Service: Poor supervision is demonstrated in a study conducted by Keefer and Khemani (2005) where it was found that government in most cases prefer to access fund and spend more on government jobs and infrastructural development, than the provision of social services to the people. However, the core responsibility of government of any nation be it developed or developing economy is to provide the basic social services to the citizens at a reduced cost Oyedele (2015) in support of this position. For example, poor coordination comes in when government embark on some projects that are not directed towards addressing people's problems and are such provision of the basic necessity of life would be questioned and in turn affect the service provision to the citizens in general.

Furthermore, the above framework was therefore, develop to explore the rationale behind the poor civil service delivery. More so, the framework was developed based on theoretical and empirical evidence reviewed in this work. From the poor civil service delivery paradigm e.g. the work of Bintil, 2004; Olaopa, 2010; Eme & Andrew, 2013; Inyang and Akaegbu (2014) found lack of institutional support, poor economic policy, duplication of service, poor supervision, understaffing, ambiguity of focus and content, weak government configuration, inadequate staff welfare and malady of corruption were all

considered as relevant by the researcher in explaining the reason why there are poor civil service delivery and the need to reform the service to avoid this outcome.

Conclusively, from the above theoretical framework, these factors of input, which is inform of demand collectively, create the problem of poor civil service delivery based on the previous studies. The outcome becomes abnormal and detrimental to the government in power and at the same time to the people, as the aftermath effect will result in institutional crisis and corruption in the civil service, jeopardise government in power, political uprising, and authoritarianism. The need for government to reform the civil service to address these issues becomes imperative. The above theoretical framework shows the input, output/outcome interrelationship. If the theory is applied, reforming the civil service will lead to a better outcome, which is the reason for this study.

This section has established the theoretical framework of the study. The bureaucratic theory, the public choice theory, and system theory were subsequently reviewed and applied to this study.

3.3 Bureaucratic Theory

Max Weber, a German sociologist, Lawyer, Philosopher, Jurist, Political economist, and a Social historian whose ideas influence social theories, social research, and the entire descriptive sociology. Weber is cited in most cases with Emile Durkheim, Karl Marx as among the three founders of sociology. In fact, Weber is antipositivism, who argued for the study of social action through

interpretive rather than a pure empiricist. The justification is that purpose and the meaning that individuals attach to their actions. To Durkheim, he did not believe in mono-causality and rather propose that for an outcome they can be multiple causes. For instance, Weber has applauded the proponent of the theory in his book “The Theory of Social and Economic Organization”, Weber (2009) where he emphasised how management could be more efficient and consistent. To him, the ideal model of management is the bureaucratic process.

This work, therefore, revolves around the bureaucratic theory of Weber Max. This was used because of the outcome of the fieldwork. Bureaucracy is the part of rational-legal authority. He further developed an ideal bureaucracy as a model for an organisation which if fully implemented will lead to the success of the organisation”. To him, the theory defines line and authority in clear terms which should be strictly used in an organisation Akrani (2011) using this model of Max Weber argued that bureaucracy is regarded the most efficient and rational way which human activity is harmonised, grading was necessary to maintain order, eliminate favouritism and maximised coherence.

The theory of bureaucracy has been exposed to constant contentions among scholars (Reynolds, 2017; Schug& Fontanini, 1994). The thought has been used as a synonym for inefficiency, red tape, stupidity, secrecy, smugness, aggressiveness and self-interest (Stillman, 1996). This castigation notwithstanding, the concept is an ambiguous term which can be taken to mean different things. For instance, it might be taken to mean the type of organization used by modern government for the conduct of its various specialized functions, embodied in the administrative system and personified more specifically by the

civil service, it might also mean a mechanistic and formal approach in carrying out such functions, to the point of indifference toward the effects achieved.

Features that mould bureaucracy to be efficient and effective which organisation must adhere are:

- a) It follows the principle of rationality, objective, and consistency.
- b) There are well defined rules and regulations, the rule covers all the duties and rights of the employees. These rules must be strictly followed.
- c) All types of work are well defined
- d) Technical qualification is the criteria for selection and promotion.
- e) Personality is not determined by position rather interpersonal relations.
- f) There is emphasis on the division of labour and specialisation
- g) Members of the organisation have a form of personal relationship with an organisation.
- h) Expert seeking for more information is a condition in bureaucracy.

The features of this theory if adhered to, the quality of service delivered by an organisation would improve. Based on this theory, the application is for both public and private organisation (Akrani, 2011). Furthermore, according to Meier and Krause (2003) conduct a study on the scientific study of bureaucracy and their work on bureaucracy found that bureaucracy deals with analysis on how the administrative agencies of government system functions in an organization.

Again, the study discovered the relevance of interinstitutional relationships with democratic institution such as legislatures, executives or the judiciary as well as the activities of the interinstitutional, which has to do with explaining the

behavior of administrative agencies and structure of the organization. Furthermore, the author made mentioned that study bureaucracy in the area of politics has an intellectual antecedence that is trace to century ago. Refereeing the term bureaucracy to Max Weber a German sociology by 1947 who came out with an idea that sustain and maintain a “rational-legal authority” as the appropriate procedure to administer government business in both empirical theory and normative approach to issues. Looking at the above analysis the present study deemed fit to use the theory to address the challenges facing Nigeria civil service.

The review found that the theory was centered on the basis for general explanations as to how bureaucratic institution should look like by designing career personnel with well trained and expertise. Similarly, the need for division of labour, the hierarchical structure of a formal organization that do not paired with other administrative units, and, rules and procedures are explicitly made in order to enable a clear cut of lines of authority and accountability within an organization. This study has a great impact in theoretical understanding of the relationship that exist between senior staffs and the subordinate staffs within the same organization (e.g., Barnard 1938; Brehm and Gates 1999; Crozier 1964; Cyert and March 1963; Downs 1967; March and Simon 1958; Rose and Miller1992; Simon1947; Tullock 1965).

However, it was argued that the early Americans who study bureaucracy traced it roots to Goodnow, Gullic and Taylor rather than the work of Weber and Wilson. As it is, the study found that Weber’s work was not translated into English until

1946 (Weber 1946, 1947) therefore, making his work to be inaccessible. Similarly, Wilson's original work disappeared from the literature until in 1941 that was publish (Van Riper 1983). Another critics of Weberian bureaucratic theory is Down's Inside Bureaucracy in (1967) who wrote that individuals that work in a public organizations have different attitude that make policymaking and effective coordination a difficult task to come by. It was argue further that behavioral tradition tends to explain different behavior exhibited by political leaders, conservers, zealots, advocates, and climbers. The implication of these is that communication channels in an organization will be affected and this will lead to task performance to be distorted.

Notwithstanding, Downs argument is that the ills of bureaucratic theory can be corrected by looking towards a mix of agency personnel types, using extra organizational way of reorganization, receiving feedback from outside the environment, or creating an enabling environment that would encourage competition and avoid subordinate collusion. With the above explanation, the present study makes use of system theory to carry out the study. However, it was later discovered that despite the critics of Weber's theory, it was the influence of the work of Weber and Wilson that substantial the bureaucratic organization before other scholars of administration and this has made their work to find relevance even in today's administrative setting or public organization.

3.3.1 Relevance of Bureaucratic Theory to This Study

The most challenging aspect of any empirical study is the issue of translating the theory, to this end, what constitute ideal bureaucracy as well as identifying the

factors that create impulsion for the use of this theory are explained below. This work therefore, posits that the model of bureaucracy adjudicating by Max Weber play a very significance role as far as the civil service is concerned.

Civil service in Nigeria is established on this ethos and therefore have all the features necessary to make the civil service to be more resourceful which will be the main concern of reform implementation in Nigeria. Furthermore, civil service reforms in Nigeria are aimed at offering a quality service, regulations of the authority and to ensure responsibility of all workers. In addition, to reduce conflict between the political class and the civil servants (bureaucrats) on one hand and the politicians at the other hand, regulating the conduct and behavior of the civil servants at all levels of government due to the high level of job specialization.

More so, looking at the features of this theory the outcome of an individual civil servant would be enhance, and this will happen because of the emphasis on qualification, professionalism, merit, and competency. In addition, if the authority and power emphasised or as specified by bureaucracy is adhered to, there would be no doubt the civil service would be improved and that is the essence of this study. Adherence to Weber's principle of bureaucracy will obviously reduce corruption which is the most central issues of concern in relation to improved service delivery in the civil service of Nigeria. Professionalising the service, emphasis is placed on training and re-training of the workers. This training and development while on the job are based on experience, technocracy, knowledge, rationality that is all useful in the civil service.

Drawing inference from above, this study therefore, asserts that lack of qualification, competence, and merit resulted to ineffective in service delivery (Vos, Hauw & Willemse, 2011). While, Meier and O'Toole (2006) also emphasised the importance of bureaucracy, which was also described by this study. Bureaucracy in its application tends to argue normatively. It was also reviewed that the importance of bureaucratic principle is of high esteem to this study based on the fact that it aid in integrating the system and the political force that drive the programme of government by adopting, design, implement, and even examine the extent of its contribution or effectiveness of the programme' (p.14).

Adeyemo and Osunyikanmi (2011) observed that government in this new dispensation is been guided with bureaucratic principle. Furthermore, it was revealed that irrespective of the dissimilarities in terms of substance, form, bureaucratic structure is a factor that developed the country practicing democratic system of governance therefore, it cannot be underestimated. Based on this development, bureaucracy in this modern era is been adopted as a driving tool of governance. Aluko and Adesop (2004) observed in the same vein that bureaucracy has cut across every sphere of life, from social order to preservation of culture, and that of compact to a more elaborate form. With this, when the state adheres to the bureaucratic rules and regulations, the issue of efficient, effective and quality service delivery in reform process of civil service which is the crux of this study could be achieved. However, this study chooses to align with the view of the following scholars that say bureaucracy aid in rational

planning of tasks in a complex organization and organizational efficient in the area of production (Lynn, 1987 in Okotoni, 2001).

3.3.2 Public Choice Theory

Public choice is a scientific terminology originated from Chicago in 1968 at the meeting of Non- Market Decision Making of what have not been known to become known (Patrick & Wagner, 2015). James Buchanan and Gordon Tullock in 1963 and 1964 established the committee to harmonize scholars who were interested in Economic theoretical understanding of non-market phenomenon. From the first day of their meeting, paper on Non-Market Decision Making was established, and first issue was published in 1966. Thereafter, the committee was formalized as Public Choice Society in 1968; the Journal edited by Tullock was named Public Choice. Furthermore, in Chicago 1968 the term was embraced and given a wider recognition after several years of its establishment. Within their early meetings of the committee on Non-Market Decision Marking, the participants that were in that committee became fully aware that they were not really involved in the disciplinary conventions discussion in relation to American academic practice about 1960.

Even though, the issues discussed were really out of the conventional thinking territory issues such as politics, economics, and political but Tullock and Rowley (2005) discussed in his subsequent section the “Origin of Public Choice”. Apart from Patrick and Wagner (2015) other scholars like Ayee (2008) are of the same opinion in relation to the origin of the public choice theory. It was also traced to Buchanan and Tollison (1984) the worldly philosophers and constitutional Idealist. It was observed that the theory was useful to explain politics. This fact

was revealed by the use of many public choice scholars. To support this claimed, Gordon Tullock who is a partner with the Buchanan was awarded a noble prize in economics when the theory was applied which made the theory to gained public attention in 1986. However, in line with the review the theory has it root in a branch of economics that derived from the study of taxation and public spending.

The most important contribution of Public Choice Theory is that it recognizes that self-interest determine the activities of politicians as well as other people in a position of authority such as those in charge of civil service reform implementation. Therefore, the theory wants us to understand self-interest is far more serious because self-interest actions can be disastrous for the society.

Again, Ayee (2008) supported the theory of public choice in his book titled *reforming the African public sector, retrospect and prospect*. The concern of this study is on how public goods provision is derived from the government but not based on the market situation. It explains further that the benefit of public goods cannot be excluded from individuals who failed to contribute to their provision. However, the theory believes that political society is made up of self-interested individuals who merge with an organisation interests. Individuals who tend to form a formidable force around the provision of the goods and services are of importance to their members, rather than those individuals who seek after for self-interested goods. Individuals form a group in order to have an opportunity to access public resources (Grindle & Thomas 1991).

With this analysis, the self-interest aggrandisement is at the heart of a public choice theory. But, in this study, civil servants' behaviours are reflected to be of great importance to the general public especially in the area of provision of goods and services to the people rather than the self-argumentation interest which is detrimental to the people's interest. It was found that all creatures are fundamentally sets of individual's actors political interaction depends on the voluntary exchange, politics is being classified as voluntary exchange involves the use of an economic constitution to regulate the relationship between the state and the individuals. As citizens provide states with resources and power in the relation they expect goods and services as well as laws that will regulate the activities of the society, which they cannot afford (Lane, 1993).

Previous researcher Ottai (1922-2014) argued that the provision of public sector good is attributed to public finance tradition, and that provision of public sector goods are function allocated to the State. In addition, it was found that the public sector goods are "consumed by all", and exclusion principle does not enforce it workability. In public choice framework, there is a "decision rule" attach to what state is to provide as public goods and to meet up with the criteria, the first question to tackle is "identification" of what constitute the public goods that would be subjected to decision rules. Furthermore, it was revealed that the state activities were divided into two categories: first, those collectives activities, or "public decisions" that restrict individuals property rights, where the community has defined and accepted the right. The second category is the one he called public finance as "public choice" a good example of those that fall within this category are fire protection, defence, police protection and so on all of these is

within the scope of the State. In Buchanan and Tullock, the framework and the traditional public administration these functions are state function. Both school of thought agreed to this position that the cost of provision of public goods is above the capability of an individuals or group of individuals to take the responsibility.

One of the critics of public choice theory, Brown (1996) pointed out some of the area that public choice theory neglected: the issue of how the unorganized majority can frustrate a special interest groups, the theory underestimated the power and ability of the majority to influence political process, the predicting ability as to whether if the special interest group can succeed in passing its legislation and shows how the theory of public choice would have incorrectly predicted some recent legislative responses in this regard. Conclusively, despite the shortcoming of public choice theory enumerated by Brown (1996) its relevance to the study of political process and public sector governance cannot be underestimated because its contributed massively in the area of allocation of resources and delivery of public goods to the citizen of a particular state which the crux of this study.

3.3.3 Relevance of Public Choice Theory to This Study

The public choice theory was used to support the other theories in this study based on the following reasons;

It tends to ask why governments should go into adopting policies, programmes and reforms that are not beneficial to the society. Invariably, if this theory is to be applied, it will guide the reformers in taken decision. However, the solution to

address the problem in some circumstances may be limited due to the activities that are directly under the power of the state to decide (Ayee, 2008).

The theory stands to ask questions as regard to why public interest is not met. The theory focuses on power vested in the state and not only that analysing the barriers to reform that do emanate from pre-existing policies and the synergy that exist between government and the people. With this, it explains why existing reforms outcome are of the irrational decision and this are part of the question that the present study is out to address (Lane 1993; Grindle & Thomas 1991). Again, it provides people with the impetus to demand the provision of goods and services that may not be provide as the case may be. If public choices theory is to be apply it provides goods and services that are beneficial to the people or society, in both presents and in the future.

In conclusion, despite its relevance, the theory is limited in explaining how, why, and when reforms occur except through event and appearance of technocrats that do exhibit behaviour that are irrational. Even though it indicates the importance of the decision makers, but offers a very little explanation (Grindle, & Thomas, 1991; Lane, 1993; Turner & Hulme, 1997).

3.3.4 System Theory

This is an integrative theory that attempts to describe the organisation as a unified purposeful system composed of interrelated parts that make up a whole. Furthermore, from the perspective of General system theory to system approach, general system theories is anchored on the multidisciplinary use meaning that it

is universality in its usage and application. According to Ludwig von Bertalanffy and Kenneth Boulding have written a work that generated the modern basis for general system theory (Johnson, Kast & Rosenzweig, 1964). Again, it was found that the General system theory is a nomenclature that has come into being to describe a theoretical model building, which recline between the generalized construction of pure mathematic and the specific theories of specialized field (Boulding, 1956).

However, one of the renounced scholar that is mostly respected and whose work have been cited by several author on Google scholar about 2203 citation acclaimed the definition for systematic interdisciplinary approach. A phenomenon that has gained universal significance in all the discipline is that of interacting with 'individuals 'of some kind of environment. Each field of endeavour studies individuals, molecules, atom, electron, crystals, cells, virus, man, family, corporation, organization and so on. Each of these individuals tends to exhibit certain traits, attitude, action, change, and their behavior is related in some way to the individuals environment that is to say, other individuals that has come into contact or entering into a relationship (Boulding, 1956).

Systems theory is also touched on how society adapts to its environment, especially, the union and non-complying staff, through adjustments. Situating assumption to Nigeria, Paul, Usman, and Ali (2013) revealed that the role of labour unions is to primarily serve the interest of the workers who are members of the union. However, adapting to the environment the contemporary trade union movements need to possess a large scope of exposure, for much is expected of them. Therefore, the effectiveness and performance of the public

service depends on the presence of a systematic and firm disciplinary procedure. It involves sanctioning erring employee staff and rewarding compliant employees.

Traditionally, the theory perceived organization as a close system (Houghteling, 2006). With the help of system approach organization is seen as open system. An open system, are organizations that must embrace change so as to maintain itself in an environment that is dynamic. Receiving input from the environment is an important element in an organization if it must respond effectively to its changing environment no matter the situation (Houghteling, 2006). Bertalanffy's idea on the open system relate to other field in form of general system theory (Jackson, 1991). By 1960s, the concept of open system theory began to gain full adoption by theory of organization. However, Katz and Kahn (1978) developed a model for the interpretation of organizational actions in terms input, and output. The above analysis revealed researcher's that had one way or the other contributed to the system theory and its application in the field of multidisciplinary studies.

Another advocates of the system theory David Easton whose work have been revealed by Miller (1971) and he started the analogy that a system encompasses many components and action in any parts or subsystem cause reaction to another. For instance, an enterprise is combined with organisation function that has to do with the production, marketing and finance, etc. An action in the production line will affect marketing power and finance as the case may be, so production needs to be done to accommodate the reactions in the various departments. This theory

would be relevance to this study because literature upholds that, poor civil service delivery is based on certain factors within the environment where policies are made and that there is needs to reform in order to avoid the outcome that might lead to jeopardise government in power, political uprising, and authoritarianism and so on. Detail of the input/output interrelationship would be shown with the aid of framework.

In addition, Ramosaj and Berisha (2014) are of the same view were they made mention the importance and the workability of the system theory in the field of science. That system theory can be seen as the effort of many researchers to drive home an intermediate discipline of coexistence among sciences. The importance of system theory cannot be underestimated because it serves as the magnitude in the use of systemic thinking and systemic approach to issues, and it has become uncontested term among other theories. Systems theory not only offer the opportunity of clarifying of terms with the researcher from different field of endeavour to understood, but it provides structure for the presentation and interpretation of phenomena and realities. Based on the contributions of the theories to the embodiment of knowledge the present study deemed fit to use the theories in explaining the challenges faced by the civil service in Nigeria and finding solution to this critical situation.

In line with the review, it was discovered that systematic approach in providing governance is not based on approach to leadership in terms of the manner or the behavior of a leader's but its centered on the ability and the capability of a leader's to determine in his leadership style with the external environment and

relationships with and among elements (Ramosaj and Berisha, 2014) this theories place much emphasis on providing a system, structure, a purpose, and despite its lapses as explained in the previous paragraph it tends to give deeper explanation and clarifies people's perception on the dynamism and complexity of the environment and provides structure for building ideas.

3.3.5 Relevance of System Theory to this Study

The system approach in management look at the enterprise as a system and each production, marketing, finance, in addition to personnel as sub systems.

The system approach in management involves the concept of synergy, which means that the whole is greater than the sum of its parts. In organisational terms, synergy lies with the overall goals of the organisation, and integrate their activities with those of other departments.

As earlier pointed out in the review of literature on system theory, and what make the system theory to have advantage over other theories, one of these factors is the issue of authoritative allocation of value, and arriving at a decision that is binding on all.

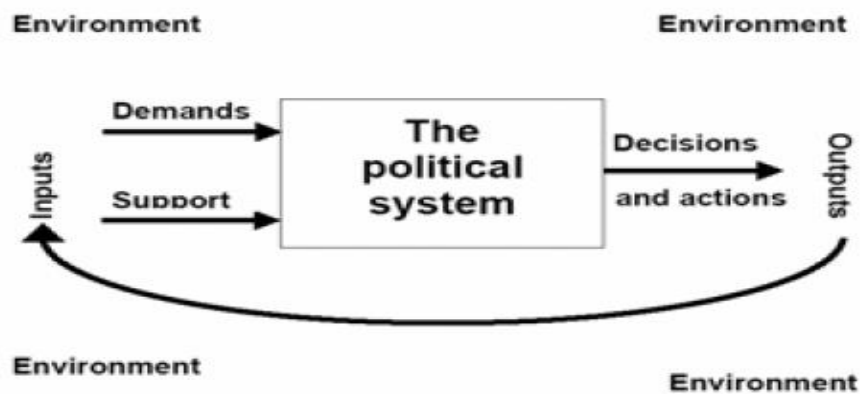


Figure 3.2 System theory. (Easton, & Dennis, 1965) a system Analysis of Political Life, New York, Page 32

With this, a System is a collection of elements that are related to each other in terms of patterns of behavior or actions. Therefore, the essence of reforming the civil service for improve service delivery is to convert peoples (demands) inform of input into a political process via an output which is inform of a (decisions) in order to have a feedback from the people which at times could be positive or a negative reaction depending on the circumstances.

Input: it encompasses issues that have to do with the social, physical, economic, administrative, and political environment; In fact, input is receive in a political system in form of demands, from external environment, which can be seeing clearly from the framework.

Demand: these are claims made on the political system by individuals and groups to change some aspect of the environment or the environment, or are any condition or event, which shows the external boundaries of the political system.

Support: political system consists of the rules, laws, customs which provide a basis for the existence of a political country and authorities, they are symbolic or input of a system (such as obeying laws, paying taxes or patriotism) that constitute the psychological and material resources of the system.

Output/outcome: is the result of the whole process. The framework offers some detailed explanation. In addition, Covington and Covington Jr. (1998) identified five good reasons of using system theory are -

- a) System theory is use to study a complex organization, open setting, and were there are many unpredicted elements;
- b) System theory provides a structure in studies complex phenomenon as they influence one another in a system.
- c) System theory possess the ability to produce complex network of relationships as the system progress towards goals attainment;
- d) System theory is not bounded historically because it is use to predict what would be an outcome of particular events in future time;
- e) System theory have survived in the time past and still applauded the viable theory used by a cross section of the academics.

In conclusion, with the importance of the system theory highlighted above, and coupled with the objectives of this study, the researchers' use of system theory to carry out this research, along with the bureaucrat theory and public choice theory respectively. However, the following authors are in support of this position

(Boulding, 1956; Houghteling, 2006; Katz and Kahn 1978; Miller, 1971; Covington and Covington Jr1998; & Ramosaj and Berisha, 2014).

3.4 Summary of Chapter

The chapter begins with the review of bureaucratic theory, the theory of public choice, and system theory. In addition, it provides ground for the development of the theoretical framework for the study.



CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 Introduction

This research is on service delivery (SERVICOM) using individual informant in each organisation as the unit of analysis. However, the informants were drawn from both within and outside the organisation. The study only concentrated on how reforms in the past do not address the provision of improved service to the people.

4.2 Research Methodology

This section beams a search light on the methodology to be adopted in an attempt to explore the factors responsible for the poor civil service delivery. In this section, the underline paradigm underscoring the philosophical assumptions as well as the research design was explained. As suggested by Cresswell (2013), the nature of the problem, which prompts the study, the underline objectives and philosophical orientation of a particular discipline are very crucial in determining the research method adopted. Nonetheless, the present study used qualitative approach to address the issue via in-depth interview and complimented with focus group discussion.

As such taking into cognisance the above factor, this study adopted the qualitative method, in which the main data collection approach adopted was in-depth or face-to-face interview and focus group discussion. This section, therefore, explains how the study was conducted including how to ensure the

validity of the data via member checking and triangulation as well as how the intended audience were sampled and selected for the interview.

Furthermore, the study incorporated both the public officials of the selected ministries, NGOs as well as the representatives of the unions. The reason is that the public officials especially those at the directorate cadre GL 12 and above play a dual role as far as the issue of civil service delivery are concern. More so, they are involved in policy implementation of government and at the same time beneficiary of the policy and not only that they have put in at least not less than five (5) years in this ministries they were selected based on their roles and experiences (Burgess, 1996). Again, random sampling were used to support the selection of respondents from the selected ministries for a face-to-face interview and focus group discussion. Extending the informants to be interview to NGOs, and representatives of unions such as Nigeria labour congress NLC, Association of senior civil servants of Nigeria (ASCSN), opposition party (peoples' democratic party, PDP), and Trade union congress (TUC).

The reason is that the membership of these organisations is directly affected by the policy of the government. The president/secretary of this association were randomly selected for a face-to-face interview. Again, the reason is that this category of persons was enlisted/nominated to represent the members of these organisations in good faith. A good example is the representatives of NLC VS Federal government of Nigeria, in 2010 demanding for an increase in minimum wage (Eme & Ugwu, 2011). Notwithstanding, this enable the researcher to compare the information obtained from the informant interviewed. The information will serve as a guide for preparation of models from the data for the

finding. Finally, the study was guided by unstructured interview questions used to collect data from the respondents.

4.3 Research Paradigm

Research paradigm is popularly known as research philosophy, in that Guba and Lincoln (1994) as “the world view that guides the investigation” conceptualized it (p.105). The research paradigm comprises of two major categories called the, positivist and the interpretivist paradigms (Myers, 2013). The positivist paradigm is usually refer to the scientific paradigm school of thought which has its root in the philosophical contribution of August Comte (1798-1857) a French philosopher known as the father of sociology (Mack, 2010). The positivist paradigm has been the most generally applied research philosophy in social sciences (Kraska & Neuman, 2011). Positivist believes that social reality can be studied autonomously of the researcher (Scotland, 2012). Also, positivist expect that social life can be quantitatively presented through experimentation and correlation to ascertain causes, effect between variable’s in a relationship either there is a mediating or moderating effect (Creswell, 2009).

In a nut shell, positivist use deductive approach (Tashakkori & Teddlie, 1998), which plans to test hypothesis showing cause and effect relationships between variables in line with empirical proofs and theory (Bryman & Bell, 2015). In synopsis Kraska and Neuman (2011) opined that positivist as a method that was built on value free science, based on exact quantitative measures, and test the causality of theories with statistics, and believes in the significance of reproducing studies. The second approach is the interpretivist paradigm school of thought, which is rooted in the work of Edmund Husserl (1859-1938) a

German mathematician and a philosopher (Mack, 2010). As opposed to the positivist position or paradigm, interpretive philosophical methodology believes that human social life can be subjectively investigated and analyzed through the variety of means these includes; interviews, direct observation or participant observation and case studies (Kraska & Neuman, 2011).

Further, interpretivist view social reality as subjective, socially built, with both the observers, and observes interacting to comprehend a phenomenon from an individual's point of view (Creswell, 2009; Guba & Lincoln, 1994). Going by the above analysis on the various school of thought, the researcher decided to align with the interpretivist paradigm based on the nature of the problems and the objectives of the study. In addition, the review of the previous researcher Locke, Spirduso and Silverman (2000) whose work revealed that qualitative research is interpretative research, with an inquiry that involved sustaining and intensifying experience with participants.

4.4 Research Design

According to Collin, Joseph and Bielaczyc (2004) design is developed as a process to carry out formative research to test and refine organisation based on modalities obtained from the previous research. Again, if one design does not work another one has to best develop depending on the study. Cresswell (2013) suggested four basic proposals for research design which includes the theoretical stance, epistemology, methodology, and procedure.

The study used qualitative research design. The reason for selecting qualitative design is to enhance the validity of research via in-depth interview and at the

same time, to analyse reform on service delivery (Bernard & Ryan, 2009). The qualitative design also involves study different aspects of the same topic using different approaches, such as face-to-face interview, focus group discussion, and observation and to be supported by secondary data, to explore complex objects from many perspectives and to validate the data, which is in line with what stated as reasons for qualitative research (Cresswell, 2012).

The qualitative research design was adopted. The face-to-face interviews and focus group discussion were adopted using the same research questions and objectives to conduct the interviews directly with the public officials of the selected ministries while NGOs and representatives of unions were strictly based on the face-to-face interview as suggested by (Cresswell, 2013).

Supporting this study research design, Rabiee (2004) and Stewart, Shamdasani, and Rook (2007) have confirmed that Focus group discussion combined with in-depth interviews is the most commonly used tool to gain insight into people's experiences, belief, attitudes and feelings that underlie their behaviour. Therefore, in order to achieve the objective of the study, in-depth interview and focus groups comprising higher officers of three ministries, Non-governmental organizations as well as Labour unions were selected.

In view of this, the design was adopted in line with Denzin and Lincoln (2005) who asserted that qualitative research design study things in their unique or regular backgrounds, trying to make sense of or interpret incidences regarding the meanings people ascribe to them.

4.5 The Role of the Researcher

Researcher acted as the interviewer and analyser; in other words, the researcher interviewed the respondents/participants selected within and outside the organisation under study. Having conceived this in mind before the actual commencement of the interview exercise the inquiry further identified the areas of biases, values, personal interests in relation to the topic and process. In addition, on entering into the field those ethical issues that might poses some challenges to the data collection were addressed. Therefore, elements that constitute the researchers' roles as identified by Creswell (2003) are as follows; (a) Statements that shows the experience and background data that would create better audience and understanding of the topic, participants and settings. (b) The connectivity between the researcher and the participants on the research area (Glesne & Peshkin, 1992) talks about studying the organization of the researcher's, friends and work setting. (c) Steps taken to obtain permission to study the informants or situation was also discussed in this section (Marshall & Rossman, 1999). (d) Comment about the ethical issues that may arise in the course of data collection.

In addition to the researcher's roles the public documents consulted within the period of the study such as newspapers, would serve as a valuable material in that it enable the researcher to obtain and be familiar with the language of the participants. Private documents use could serve the same purpose such as journals, diaries, letters and email discussion all these can be accessed by the researcher at a convenient time, this data represent the data that are thoughtful because of the attention given to it by the participants. Again, as a written

evidence it saves researchers of time consuming and the expenses of transcribing (Creswell, 2013). Finally, after the field work researcher took his time to analyse the phenomenon.

4.6 Techniques of Data Collection

The techniques of data collection were interviews, which has to do with the face-to-face interview and focus group discussion. Creswell (2003) gave the advantage of face-to-face interview as one of the techniques of data collection. Moreover, this approach is useful when participants cannot be observed directly, with this participant can provide historical information that would serve as a guide for the researcher or idea on the question to ask. However, the reason for using focus group discussion interview to complement the In-depth or face –to-face is because it serves as a valuable tool of investigation, most especially in the field of politics to analysed public policies and at the same time it allow the researcher to explore group dynamism and norms pertaining the issues and topics of investigation (Tim, 2011).

Again, researcher was motivated to use this technique due to the fact that the participant are at liberty to answer the question given to them without being constrained to limited questions, meaning that the interviewer can as well moderate the questions to suit the context unlike the structure interview that is hinged on survey research and other techniques that reput this approach and not only that the participant interviewed would provide more elaborate and clarifying answers which in turn enriched the data collection (Creswell, 2013).

4.6.1 Research Informants

In order to collect first-hand data, three ministries within the federal capital territory Abuja were selected, along with SERVICOM unit of each of the selected ministries, NGOs and the representatives of the unions. For instance, for the three ministries, the samples selected are in the categories of Head of Accounts, Head of Servicom, Assistant Director and Deputy Director respectively. All the informants from the ministries are strongly involved in decision making at their various ministries. The samples selected among the NGO group are Services Officer, Operation Manager and Director. The last two are deeply involved in decision making of the body while the other one is not. Meanwhile, in relation to the samples selected from the unions, one of the informants, The National Secretary is involved in decision making of the union while other two, Administrative officer and Higher Executive Officer Admin are supporting staff who also get involved when as representatives.

the Qualitative research tries to look at the in-depth meaning of the phenomenon. It is time-consuming and many resources are required. The subject of inquiry in qualitative is saturation. The number of the interviewees varies depends on the method employ (Cresswell, 2013). The reasons for selecting these ministries are- The ministry selected are core ministries they work in conjunction with the presidential committee on reforms of civil service in Nigeria.

Finance Ministry: This ministry is responsible for managing Nigeria's external economic relation with other multilateral financial institutions as well as donors' agencies that collaborate with government on reforms matter. A good example of

such institutions are International Monetary Fund (IMF), International for Agricultural Development (IFAD), Economic Community of West African States (ECOWAS), Organization of Petroleum Exporting Countries (OPEC), World Bank (WB), Exim Bank of China and many others.

Federal Ministry of Education; this ministry aid in monitoring and supervision by carryout perform appraisal on the tertiary institutions, secondary education, as well as primary education. This assessment is done in order to harmonize policies that are made especially as it has to do with all the states of the federation via the office of the National Council on Education. Seeking approval from the unit under presidency vested with reforms process and implementation and collaborating with other relevance agencies of government.

Head of Service: Majorly, the functions of Head of Service has to do with career development of the core civil servants who are staffs of these ministries. This can be put more clearly reference to sections 157 (3) and 188 (3) of the 1989 and 1999 constitutions of the federal republic of Nigeria. Right from the first republic until the departure in 1966 the secretary that served in the cabinet of that military regime carryout functions of the Office of the Head of Service. His functions then is to make sure quick implementation of the decisions of the parliamentarian (Eme, Chukwuemeka & Enudu, 2011).

In that dispensation constitutional provision did not recognise the position of a secretary and Head of Civil Service, the only thing that was made known by the constitution is the function of a permanent secretary in section 90 and 143 of the

1960 constitution. In this modern democratic dispensation, the Public Service Rule explicitly stated the function of the Head of the Civil Service of the federation. In line with the PSR its function could be describe as the umbrella of ministries departments and agencies (MDAs). This is so, due to the functions and the roles it play, HCSF of Nigeria saddled with the responsibility of monitoring and supervisions of all the MDAs to make sure administrative duties are perform without laxity. Again, the office handles the issue of inter-ministerial transfer, promotion of staffs irrespective of the ministries, and the general welfare of staffs within MDAs (Public Service Rule).

Training and Manpower Development; in this ministry, this involves capacity building programme or advancement inform of attending seminars, and workshop to acquire training. High Morale and Welfare of Public Servants; in this ministries, this involves enhancing the welfare of the civil servants like good remuneration package, prompt payment of salary, and creation of environment for staff to perform their duties. Career Development; in this ministries this one deals with the issue of promotion, must take place as and when due. SERVICOM; this is responsible for conducting complaint from government departments and at the same time attending to clients on the need to have access to quality service but in case of service failure the clients have a right to complain and be serve better.

In addition, the organisations selected from time to time assist in shaping/direct the policy of government as they tried to press in their demand.

The opposition party also awakening the government in power to fulfil their campaign/manifestoes to the electorate.

4.6.2 Interviews

In order to get qualitative, the researcher first look for reliable information; the in-depth interview were conducted to get data from key public officials of the selected ministries (Myers & Newman, 2007). Those ministries are; Federal ministries of finance, Federal ministries of education, Head of civil service of the federation, and SERVICOM unit of each of the ministries selected. In addition, NGOs, and the representatives of the unions were selected as part of the informants interviewed. The schedules have two public officials from federal ministries of Finance for face-to-face interview, and four public officials from federal ministries of Education, and three public officials from the Head of civil service of the federation. This selection is in line with (Cresswell 2014). While the selection of focus group discussion is line with Cameron (2005) which says focus group method encompasses “some group of people discussing the same topic or issues identified by a researcher.

That group to make up the discussion start from six to ten people in a roundtable discussing the issue”. For that reason, the researcher choose six participants from each group and ministries that made up the study in order to complement the face-to-face interview. The researcher who is the research instrument introduced the topic for discussion. Thereafter, invites and moderates the discussion process from the members of the group, this session end between one to two hours depending on the responses from each of the group members selected for this study.

“The in-depth interview is commonly used in social research and can produce good, rich and valuable data (Punch, 2013). However, due to inconsistency of the proportion of stratified sampling in choosing sample for the study the researcher decides to use convenient method of Sample selection, which is in line with qualitative research. The table below shows the informants interviewed as far as this study is a concern.

Table 4.1

Informants interviewed

S/N	Interview	No. of Informants
1	Public officials, Admin & Accounts GL 12 and above. Fed Min. of Fin.1 And SERVICOM unit1 Face-to-face interview.	2
2	Public officials, Admin & Accounts & SERVICOM GL12 and above. Fed Min. of Edu.3 And SERVICOM unit1 Face-to-face interview.	4
3	Public officials, Admin & Accounts GL 12 and above. Head of Service. 2 And SERVICOM unit 1 Face-to-face interview.	3
4	Public officials, Admin & Accounts GL 04-06. Fed. Min. of Fin. 3 And SERVICOM unit 2 Focus Group	3+2=5
5	Public officials, Admin & Accounts GL 04-06. Fed. Min. of Edu. 3 And SERVICOM unit 3 Focus Group	3 + 3=6
6	Public officials, Admin & Accounts GL 04-06. Head of Service. 4 And SERVICOM unit 2 Focus Group	4 + 2=6
7	NGOs	3
8	Unions representatives	4
Total number of the informants interviewed		33units

The informants selected are from Abuja the state capital of Nigeria. The reason for selecting these public officials is their roles and experience and at least they have spent not less than five (5) years in these ministries. Again, some of these officials are directly involved in both reformation and beneficiary of the services. The NGOs and unions' representatives interviewed is because they are directly affected by the policy. They were interviewed in order to get reliable data and to explore the picture of the organisation, especially as it concern the welfare of the people. Also, interview questions were formulated for each category of informants ranging from 8 to 12 questions, which is in line with what Khalil (2007) suggested as adequate interview questions. However, saturation is the limit of the interview.

A face-to-face interview was conducted with both the public officials of the selected ministries, NGOs and the union's representatives listed above in order to obtain first-hand data. The following steps were observed while conducting the interview, i.e. preparation for the interview, beginning with the interviewees by asking questions, the sequence and the type of questions and the closing of the interview (Punch, 2013). Firstly, after collecting the letter of introduction from the institution (COLGIS UUM), the researcher presented the letter to the interviewees in order to let them know the mission and the purpose of the research. Secondly, the study also established a good rapport with the informants. Thirdly, the study arranged the interview with the appropriate personality concerned noting the date, time and venue. Finally, the collection of data were undertaken in line with what punch (2013) recommended.

The reasons for conducting face-to-face interview are:-

- a) To explore the policies of government with regard to the provision of improved service delivery to the people, i.e. the welfare of the people.
- b) To explore rich data on how to improve the service;
- c) To give clear picture of reality of phenomenon under study as a result of the first-hand knowledge of interviewee;
- d) To establish rapport with interviewees in order to investigate the complexity of issues associated with reforms in Nigeria;
- e) Sensitive and complexity of information; and
- f) To clarify issues associated with the reform

4.6.3 Pilot Test

In order to avoid likely challenges at the field that can create problems during the data collection process, the study embarked on a pilot study. However, to ensure validity of the study, the researcher use of multiple investigations as source of data collection, that is the use of in-depth interview and focus group discussion is one way. Similarly, taking data and tentative interpretation back to the informants to ask if they are plausible which is generally referred to as member checks is another strategy for ensuring validity of the data. Subsequently, sampling as well as testing of the data collection instruments was done on the first day of the researcher's field visit to some federal ministry in Abuja respectively. The pilot study involved four informants who are in the same capacity as those targeted for the final interviews. Through, the pilot study, questions that appeared unclear or repetitive were successfully identified. Therefore, the protocol was reviewed by deleting and rephrasing some of the

questions. The changes were made in order to simplify the confusing questions that were previously developed.

Furthermore, having discovered the countenance of some of the informants, some probing questions were included. Aside these reasons, the pilot also afford the study the opportunity to safeguard the validity and reliability of the results of the study. Another way that validity and reliability was ensured was by ensuring that reactive measurement effect did not distort the information or confound the findings of the study (Creswell, 2012). As a way of double-checking against any other unforeseen developments, member checking method were adopted to further reinforce the reliability and validity test.

4.7 Methods of Data Analysis

Thematic data analysis technique were used to analyze both in-depth interviews and Focus Group Discussion data. Researcher followed Creswell (2012) guidelines to carry out data analysis stages. However, qualitative computer data analysis software (Nvivo10) was used to analyze the data. According to Creswell (2012) it is used to facilitate the process of storing, sorting, coding, analyzing and perpetration of representation of the data.

The researcher started by creating fresh NVivo project, then created internal folder source for Interviews information, set classifications folder and nodes folder. After that the researcher started by coding the answer from the informants. After the sorting out of the participants in the Focus Group Discussion, the same process was followed to analyse the data from the Focus Group Discussion also. Coding is the process of gathering and transferring text,

phrase, visual, audio, or video on a specific theme at a node that represents the theme. This statement is line with Rao, Kim and Hwang (2014) whose work revealed that informants perception either video or audio can be coded through a process. For instance, the study is coding generated five (5) themes, which captured the four (4) research questions, 12 sub-themes and 44 sub sub-themes respectively. All themes generated were aided by NVivo nodding and modelling therefore, very reliable and consistent.

The use of NVivo 10 quicken the analysis process, easy to handle the many different codes, identified different relationships, and aided diagrams of evolving findings and preparation of the research reports. After importing the transcribed interviews into NVivo, every relevant section was coded implementing two stages of open and axial coding and later organized into nodes which represented the themes of the study. Coding is one of the noteworthy steps during qualitative analysis to bring together and make sense of transcribed data (Bazeley & Jackson, 2013).

4.8 Ethical Consideration

Cooper and Schindler (2003) simplify that the objective of ethics in research is to ensure that there is no detriment result from the research study. The researcher informed the interviewees and the participants about the objective, methods and were assured that all the information provided will be kept confidential and will only be used for the purpose of this study. Creswell (2012) discloses that the fundamental role for ethical consideration in research is to prevent maltreatment, such as psychological, physical, economic, social, or legal for interviewee, interviewer and others involved in the research activities. In relation to this,

prelude to the start of the In-depth interview and the Focus Group Discussion, the researcher ensured that all the informants agreed to the interview and signed the informed consent form (see appendix A)

4.9 Summary of Chapter

This chapter discussed intensively on the research methodology; the qualitative research design was applied, data sourced from both in-depth interview and focus group discussion on civil service delivery. The process of NVivo 10 software were used to facilitate the process of data analysis.



CHAPTER FIVE

DATA ANALYSIS AND RESULTS

(IN-DEPTH INTERVIEW)

5.1 Introduction

This chapter presents the analysis, which is founded on the data collected from the in-depth interviews conducted with sixteen informants drawn from Federal Ministry of Finance, Federal ministry of education Nigeria, Head of Service of the Federation, Association of Senior Civil Servants of Nigeria, Trade Union Congress, Non-Government Organization and Nigerian Labour Congress. Therefore, the analysis presents answer to the research questions 1, 2, 3 and 4 all, which were explored through in-depth interview. The interviews were done between May and June 2017.

The main aim of this chapter is to assess and probe into the civil service reform in Nigeria, in order to understand why reform needed on service delivery (SERVICOM) is required in Nigeria, the challenges of reform on service delivery, what are the solutions to the challenges of service delivery reform and to know if the reform of service delivery contribute to the improvement of civil service in Nigeria. Therefore, findings that are based on critical stakeholders on service delivery in Nigeria perspectives are presented here.

5.2 Respondents' Background

The importance of any research is tied to finding out solutions to the various problems that face humankind in the society. Therefore, this study explored the views, experiences, and perceptions of critical stakeholders because they portend the possibility of yielding most relevant data for the study. The informants interviewed are in the top echelon of Nigeria civil service as well as union leaders who have consistently serve as the defender of the workers.

Before the commencement of the interview proceedings, verbal consents were obtained from all the interviewees. Also, all the interviewees were informed of the study's objectives, methods as well as assurance on confidentiality. The right to privacy and confidentiality was disclosed to all interviewees prior to the start of the interview along with the informed consent signed by the interviewees. Participants was assured that none of them would be identified by name at any time, before, during or in the analysis of this study. In view of this, each of the informant was identified in the analysis by code as in the indicated in the Table 5.1.

Table 5.1

Informants' Background Information

s/n	Informant s/codes	Organization	Role/Experience	Date of Interview
1	FMF1	Fed. Min. of Finance/ Servicom Unit	Asst. Director	May 24, 2017
2	FMF2	Federal Ministry of Finance/Admin	Deputy Director	May 24, 2017

3	HSF1	Head of Service of the Federation/ Admin/legal Unit	Director	May 15, 2017
4	HSF2	Head of Service of the Federation/ Accounts	Head of Account	May 15, 2017
5	HSF3	Head of Service of the Federation/ Servicom	Chief SERVICOM Director	June 1, 2017
6	NGO1	Abuja Office	Services Officer	June 6, 2017
7	NGO2	Abuja Main Office	Operation Manager	June 6, 2017
8	NGO3	Abuja Office	Director	June 6, 2017
9	FME1	Federal Ministry of Education, Abuja/Admin	Assistant Director	May 11, 2017
10	FME2	Federal ministry of education, Abuja/ Accounts	Head of Accounts	May 11, 2017
11	FME3	Federal ministry of education, Abuja/ Servicom Unit	Head of Servicom	May 11, 2017
12	FME4	Federal ministry of education, Abuja/ Reforms Coordination	Assistance Director	May 11, 2017
13	SU1	Association of Senior Civil Servant of Nigeria/ Police Affairs	Administrative officer	June 7, 2017
14	SU2	Association of Senior Civil Servant of Nigeria/Ministry of health	Higher Executive Officer Admin	June 7, 2017
15	TUC	TUC, House Abuja	Representative	June 8, 2017
16	NLC	NLC, House Abuja	Representative of NLC	June 8, 2017

Source: Generated from the interview

5.3 Civil Service Reform in Nigeria

The Civil Service is the governmental bureaucracy that inhabits a vital place in the political scheme of countries. All over the world, the participation of Civil Service in promoting workable as well as impartial economic progression are getting growing consideration. Therefore, effective and operative management of the Civil Service are serious to sustainable socio-economic development of a nation. Meanwhile, according to Anazodo, Okoye, and Chukwuemeka (2012), the Civil Service in Nigeria is of a colonial creation as such there have been many challenges constraining its expected contributions. Therefore, these factors compelled the uproar for reforms in the Nigeria Civil Service as well as further studies to examine the reform.

Centred on the research questions set forth for this research, the informants were explored about their: (i) perceptions on why reform on service delivery (SERVICOM) is required in Nigeria, (ii) perceptions on the challenges of reform on service delivery in achieving the desired objectives, (iii) perceptions on what are the solutions to the challenges of service delivery reform in Nigeria, (iv) perceptions on whether the reform of service delivery contribute to the improvement of civil service in Nigeria.

To investigate these perceptions, several interviews were conducted with sixteen key informants who oversee the affairs of ministries and union matters across different sphere of work force. In line with this, the study's in-depth interviews revealed the contributory factors that impact civil service reform in Nigeria. The emerged formations are assembled into themes and sub-themes in line with the thematic analyses approach adopted for this study. Therefore, Figure 5.1

visualizes all the main themes and sub-themes which answered the aims of the study.

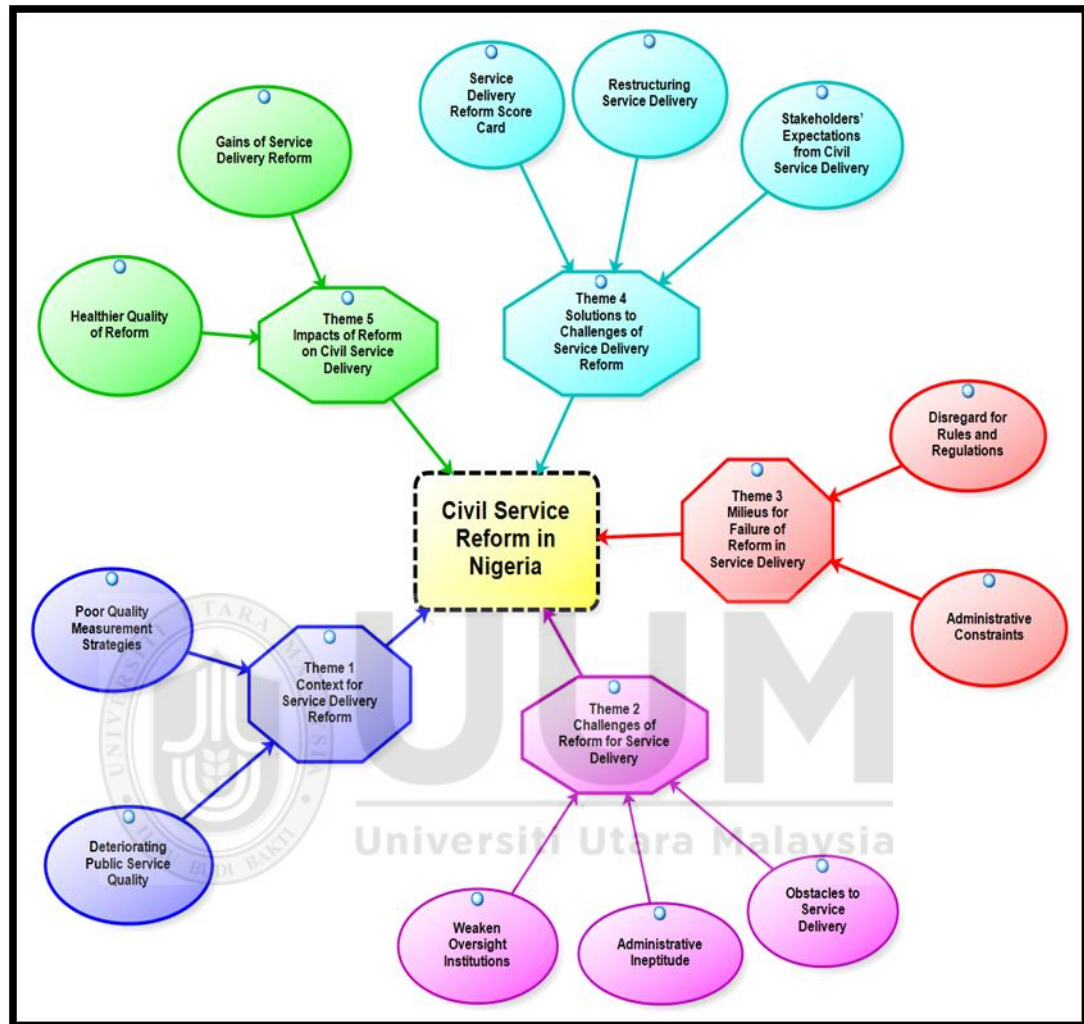


Figure 5.1 Main Themes and Sub-themes showing the dimensions and relationship that affect civil service reform in Nigeria.

5.3.1 Theme One: Context for Service Delivery Reform

There are various kinds of opinions by many scholars on activities of civil service reform. The Public Service is very significant in the provision of service to the citizens of any country. For instance, Anazodo, Okoye, and Chukwuemeka (2012) is of the view that it is through the public service that government can

accomplish its activities successfully. Similarly, Igbuzor (2015) notes that public service performs an important part in dispensing public services in a nation. The main purpose of public service is to deliver services; enabling environment that will aid economic progression and fortune for peoples and safeguarding and consolidating democratic institutions.

Over the years, there has been poor service delivery by the public sector in Nigeria leading to the launch of the Nigeria Service Delivery Initiative by the former President Olusegun Obasanjo, GCFR in March 2004. The Federal Government signed a social compact with all Nigerians (SERVICOM) to improve citizen satisfaction by promoting service excellence in Public Service.

On the basis of this, the study underscored the context for service delivery which necessitates the need for reform of the public sector to be able to deliver efficient, effective and responsive services. However, the analysis of the interviews using NVivo software established what the reasons for service reform as well as discovered the main contexts otherwise thematically tagged sub-themes, while seven sub sub-themes emerged to answer the first objective of the study. The Figure 5.2 therefore displays the emerged themes.

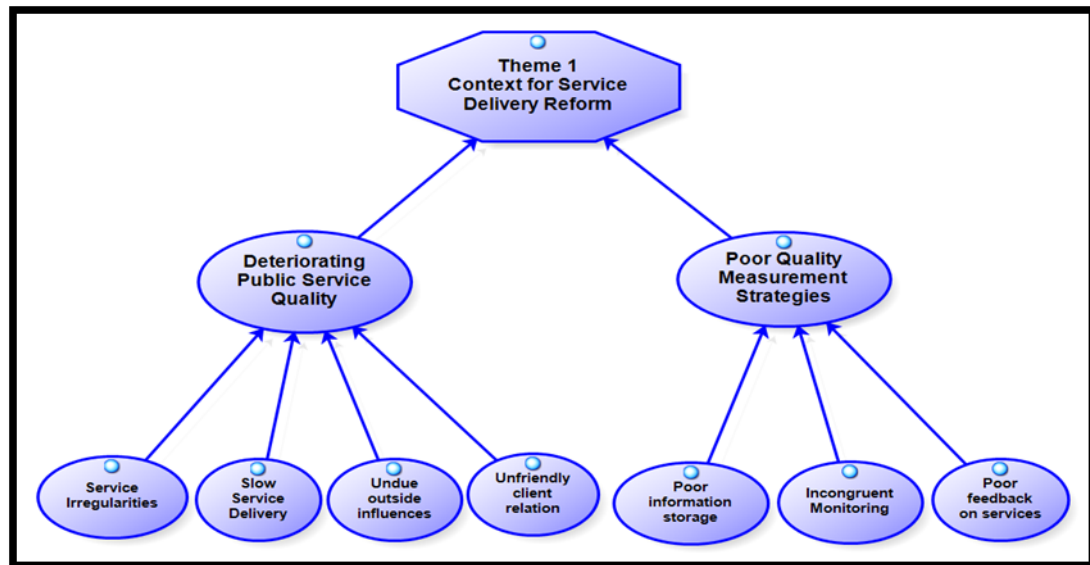


Figure 5.2 Perceptions on context for service delivery reform in civil service

5.3.1.1 Deteriorating Public Service Quality

The data from this study's interviews disclosed varied perceptions on the explanations of deteriorating condition of public service, which necessitate the need for public service reform. The informants' responses underlined the precise ways through which we could understand as shown in the NVivo output. Based on the coding generated, the sub-theme was buttressed increased efficiency, boosting of Nigeria economy and increase access.

5.3.1.1a Service Irregularities

The issue of service irregularities, which warrant the introduction of servicom, presents state of the public service that can neither provide services to satisfy the anticipations of the people nor to the values anticipated. According to Igbuzor (2017) there are several reasons among which are lack of capacity, poor orientation and attitude, weak incentives, weak monitoring and evaluation system and corruption. This is why there is the need for a comprehensive and

holistic reform of the public service. In a similar manner, a significant numbers of the informants reasoned along the line of scholars. For instance, Informant FME1 elaborated that:

In the time past, most of the people or employees of government are not putting in their best while working in a particular organization as a result, government decided to introduced service delivery or SERVICOM to eliminate such anomalies. Allocation of more resources, and it is not enough to allocate resources, this resources must be well utilized and where they fail in their responsibility to do that, they should be punish according to the rules and regulations (Inf. FME1).

In a similar manner, Informant FME2 described the reason for the civil service reform thus:

Ineffective service delivery prompted this kind of reform in order to enhanced/improve the service delivery and the impact on the populace as well. The reaction of the public concerning service delivery is negative as the expected service provision is not achieved (Inf. FME2).

Responding to the extent of irregularity recorded in the ministry and other parastatal in Nigeria, informant HSF1 who is also the Director in the Head of Service of the Federation office, elaborated on the issues of irregularity thus:

The nature of service delivery in Nigerians ministries, departments, and agencies call for more reformation, because service are not deliver promptly to the customers/clients. There is no consistency in the reform process in Nigeria. Inconsistency on the reform process, tribalistic tendencies over national interest. To start with, we have a lot of civil service

reform right from colonial, pre-colonial, and post-colonial. However, the impact is more of theoretical explanations than the reality, in 1989, constitution approved not implemented (Inf. HSF1).

In what appear to be a collaboration of the previous informants' perceptions, Informant NGO1 stated that:

One of the reasons for service delivery in Nigeria is that, there are lapses in service provision in general. Civil servants are used to this idea of asking for bribe before services are render. That is why Olusegun Obansajo on assumption of office introduces service delivery reform, with service delivery there is improvement as compare to the previous time (Inf. NGO1).

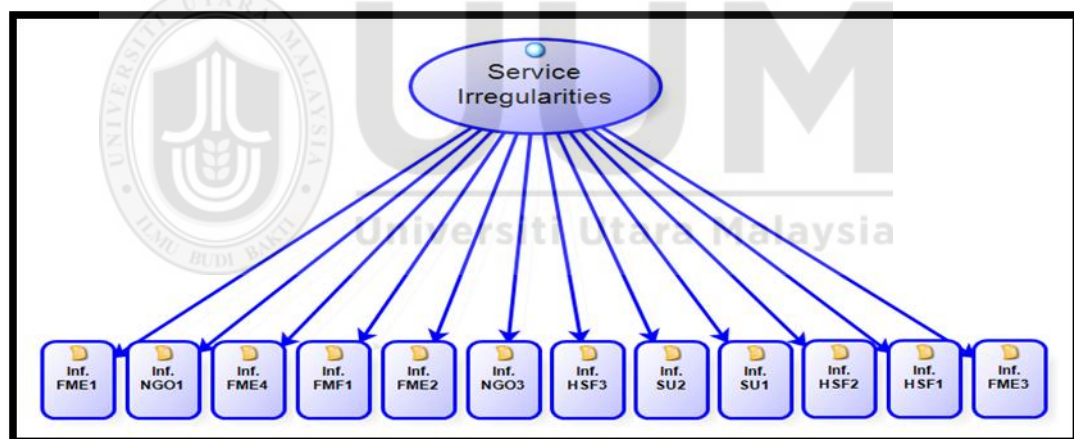


Figure 5.3 Informants opinions on service irregularities in civil service reform

5.3.1.1b Slow Service Delivery

In Nigeria, the arrangement of administration and how ministries are organized and operate have continued mainly the same since the return of democratic governance in 1999. Though, there have been modifications in classification and even efforts to combine and demerge certain agencies but the core objective and reasons for these have largely remained the same. The services that these

agencies provide have remained slow and unproductive to meet up with the contemporary demands and have not kept pace with current improvements in public service delivery. Consistent with these concerns, some of the informants have expressed dissatisfaction on the slow pace of operation and service delivery which they claimed have contributed to the underdevelopment of the country. For instance, Informant FME1 who is also an Assistant Director in the Federal Ministry of Education describes the challenge thus:

The issue is hinged on prompt service delivery on the part of government to the people, by making sure that people are well served. The existing state of service delivery is not in its best, so, there is need for reform (Informant FME1).

In what appears to be a reiteration of what the earlier source said, Informant FMF2, the deputy director in the ministry of finance Abuja, emphasized that:

The reform on service delivery is required due to the pace at which civil servants work. The corrupt tendencies on the part of public officials, have really slow down government activities consequently, people are not being served. It is in realization of this that, government now decided to come up with these policies in order to make sure the expected service provision gets to the public on time (Informant FMF2).

Another interviewee who is Informant HSF3, the chief SERVICOM director, echoes the words that described the situation thus:

Due to the nature of the Nigeria civil service, it is not always easy to describe. However, take a cursory look at a file in the office of head of service by law within 24hrs that file supposed to have been treated but in this ministry reverse is the case as

they are working hand in hand to make sure such abnormality are corrected. Before the introduction of SERVICOM reform, issues such as file were pending on the official's desk.

Corroborating this line of views was Informant NGO1 who explained that:

Nigeria civil service is not in its best, there is need for more reform especially on the slow-moving manner of operation. Service delivery in Nigeria is the least comparing it with other countries within the Third World. The current state of service delivery if I may rate it, it is just 45% meaning there is need for improvement (Informant NGO1).

Capturing these perceptions, the Figure 5.4 which emerged from the coding in NVivo shows the divergent sources for this sub sub-theme.

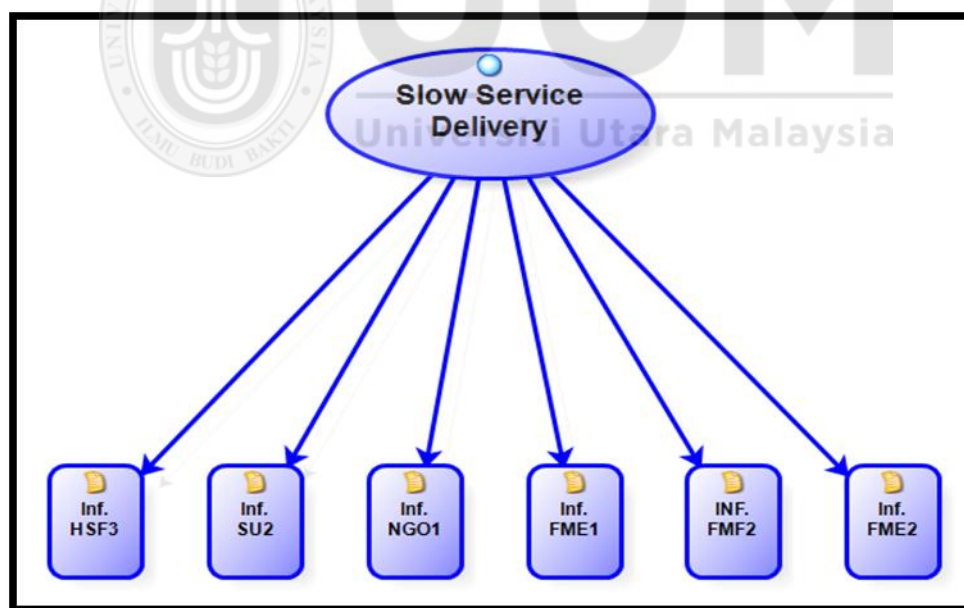


Figure 5.4 Impact of slow service delivery on the civil service performance

5.3.1.1c Unfriendly Client Relation

Based on the perceptions of the informants, on many occasion the customers are not usually treated fairly and with respect. According to the Chief SERVICOM Director in the Head of Service of the Federation, Informant HSF3 one of the reasons for the reform in the service delivery in Nigeria is due to:

Cases of inefficiency, and gap in service provision between the service provider and the beneficiary of service, meaning that, the services were not servicing the people that is why SERVICOM was introduced in Nigeria, SERVICOM its self is an acronym meaning service compact with all Nigerians. There are instances where customers do complain about the service provision a good example is the IPSS that was recently introduced as a means of payment to government workers. There is room for improvement (Inf. HSF3).

Similarly, Informant SU2, who is also the Higher Executive Officer within the Association of Senior Civil Servant of Nigeria in the Ministry of Health described succinctly the unfriendly client relation thus, “civil service was not servicing the people as it ought to be”. Corroborating this line of views was Informant HSF2 who explained that:

To regulate the activities of civil servants most especially as it has to do with delivery of functions in an organization. Service delivery reform help civil servants to be responsible and deliver services in an orderly manner. Service delivery, to me, has to do with the way and the manner service are being render to the people in an on timely manner, but in a situation where service is not deliver on time, the customer has a right to complain and be serve better.

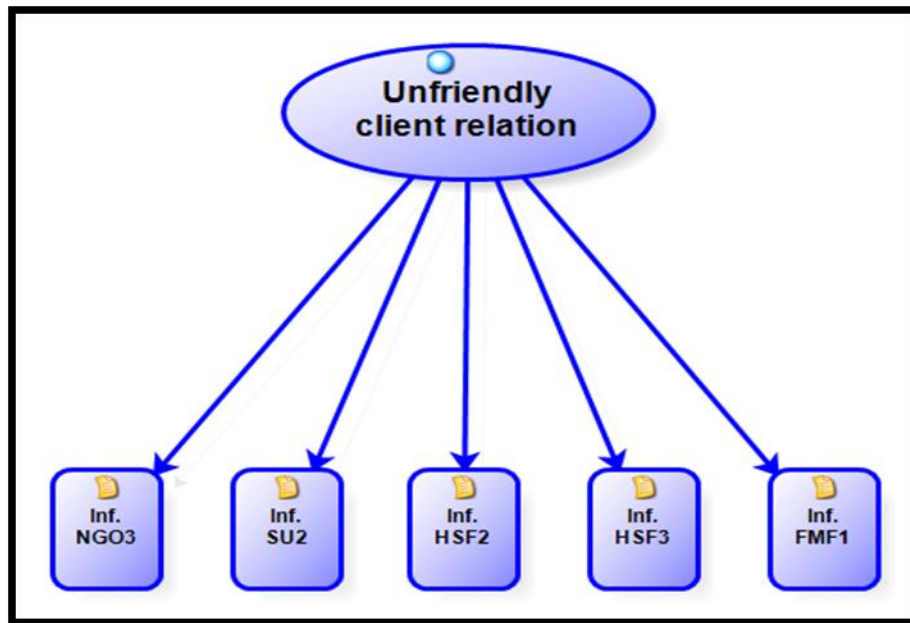


Figure 5.5 Perceptions on unfriendly client relation

5.3.1.2 Poor Quality Measurement Strategies

Another emerged sub-theme was the quality of service, which is very significant, and essential. However generally, according to Igbuzor (2015) it has not been easy to quantify public service quality.

Performance management as a strategy is the procedure of evaluating and handling distinct performance of workers. It entails administrators to plan, enlighten, make clear, monitor besides providing feedback. Consequently, performance management in the public sector is poor as well as unproductive.

Therefore, the data from this study's interviews revealed that all the informants were of the opinion that the desires for civil service reform is evidence from the poor quality Measurement Strategies being experienced in civil service delivery. Their reactions emphasised three precise ways through which poor quality Measurement contributes to performance management in the public sector as

poor and ineffective as indicated in the NVivo output Figure 5. 6. Based on the coding generated, the three sub-themes indicate that Incongruent Monitoring, Poor feedback on services and Unfriendly client relation are all that add up to explain the dimension.

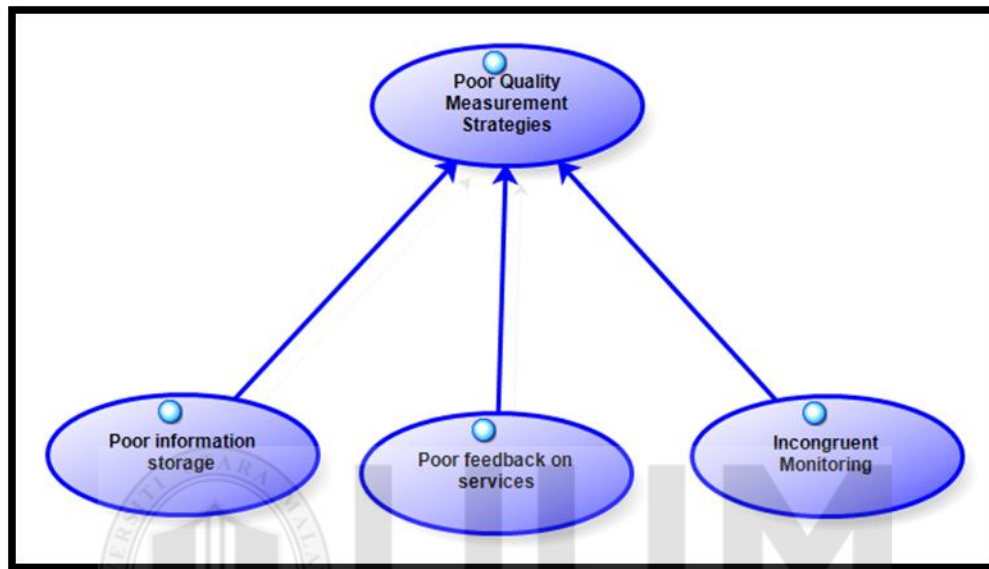


Figure 5.6 Sub-theme on poor measurement strategies

5.3.1.2a Incongruent Monitoring

The productivity and success of the Public service of any nation is reliant on the value of its employees. However, as part of efforts to instil a new culture of ethics and improved service delivery in the Civil Service at the Federal, all Federal Permanent Secretaries in addition to Directorate Cadre Staff will need adequate and consistent monitoring in order to recommit themselves to the functionality of the public (Matankari, 2009).

Consistent with these concerns, some of the Informants for instance NGO3 expressed that:

Servicom reform is require in Nigeria, because there is lacuna in service delivery to the people and that is one of the reason why NGO comes in, and to make this service available government only assist in regulating the activities of the NGO, but in the area of funding it is been funded by the NGO themselves. Therefore, there is high need for monitoring of the activities in order to achieve quality of service.

Another Informant, who was coded as Informant FME1 echoes similar concerns noting that, “monitoring is essential for maximum benefit from civil service reform”. These perspectives are in congruent with the reality of civil service reform in Nigeria.

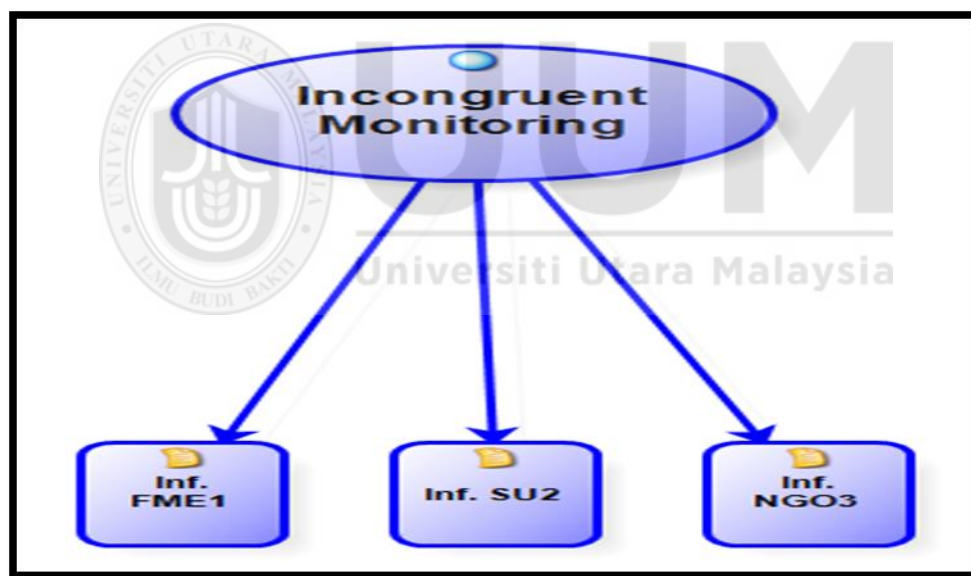


Figure 5.7 Incongruent monitoring as a source of poor service delivery

5.3.1.2b Poor Feedback on Services

The current state of undertakings in the Civil Service in Nigeria seems that the factors accountable for poor performance have not been addressed in totality therefore, the problem persists. It is on the basis of this context that the study

deemed fit to look at some of the previous Civil Service reforms, so as to discover the extent they were able to address the ills of inadequacy and incompetence in the Nigerian Civil Service as well as to offer the solution (Anazodo, Okoye, & Chukwuemeka, 2012).

In relation to this, Informant SU1 reiterated that, “one of the challenges in civil service reform is the inability of the public to get feedback on the services and operation of the public agencies unlike the private”. Corroborating this line of views was Informant FME1 who explained that, “there is a need for feedback on whatever dealings that government agencies have with their clients”. These perspectives which seem to condemn civil service delivery reform as not effective is however looked at from a different perspective by Informant HSF2 who is the Head of Account in the Head of Service office. He noted that:

Though before the reform, there is high level of inadequate response and feedback to public queries and complain, but since the reform in the last dispensation things have improved. On many occasion issues of concerns are usually and adequately responded to. In fact there some officers in charge of that in my ministry now.

This claim was expressed by Informant FMF2, a Deputy Director in the Ministry of Finance who said, “compared to the past, I think the reform has impacted in the way that civil servant handle customers’ relation now”.

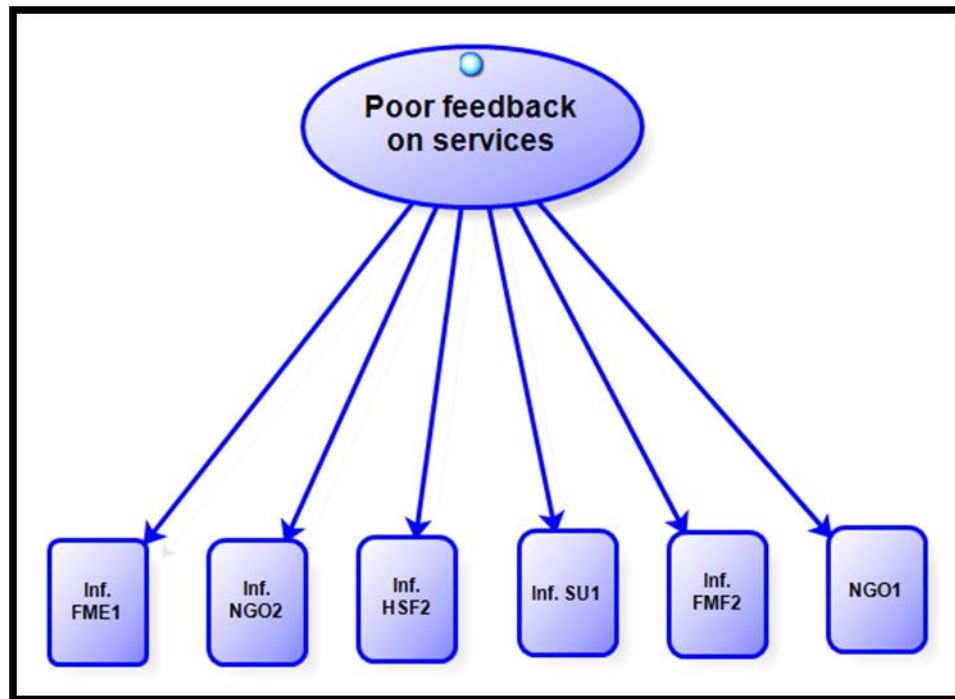


Figure 5.8 Perceptions on poor service feed back

5.3.1.2c Poor Information Storage

As usual with many set up and parastatals in Nigeria, management of information has always been a problem, which impact greatly on the operation of service delivery even after the reform. For instance, informant NGO3 captured the situation with these words, “It is still saddening that in most of our public service information is lost as almost as it is received”. In a different view, Informant HSF3 described the situation as not precarious as it was in the past. He noted that, “Though the information storage among ministries and agencies in Nigeria is not perfect but there seem to an improvement”. Corroborating this line of views was Informant FMF2 who explained that, “Information is now being managed properly and that it is retrievable easily unlike before”.

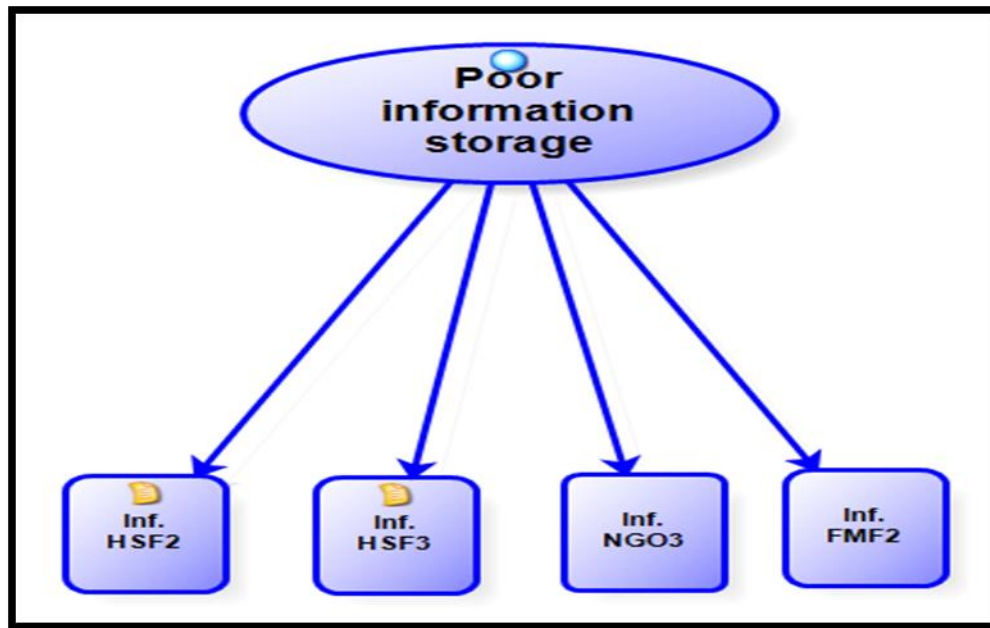


Figure 5.9 Poor Information storage on service delivery

5.3.2 Theme Two: Challenges of Reform for Service Delivery

Scholars have reiterated that some of the challenges confronting civil service delivery in Nigeria were due to colonial creation. According to Anazodo, Okoye, and Chukwuemeka (2012), the prototypical of Civil Service bestowed to Nigeria by the colonialists was narrow in composition and the objectives were not well defined. It was organised in such a way that allowed colonialists to effectively extract the much sought-after material and financial resources desired by their regulatory civic powers. Colonialism was as a result, apparent by a lack of accountability and absence of transparency.

At 1960 when Nigeria got her independence, the nationals that took over the administrative leadership from the Britain, no attempt was made by them to restructure the Civil Service to suit our own developmental needs. The Nigeria bureaucrats who occupied the leadership position in the Civil Service imbibed

the colonial mentality of wealth acquisition for self-aggrandizement and self-superiority.

In a similar view Anazodo, Okoye, and Chukwuemeka (2012) many ineffectual personnel joined the Civil Service and this resulted in over-sized workforce, and absenteeism engulf about 87 percent of total government revenue. All sorts of vices are associated with the civil service among which are; inefficiency, laziness, absenteeism, wastefulness and corruption. There are many allegations against some civil servants on grand of corruption.

Though there are numerous challenges confronting civil service delivery in Nigeria, however, the analysis of the interviews using NVivo software establish that the general challenges which are thematized are Administrative Ineptitude, Obstacles to Service Delivery and Weaken Oversight Institutions. Within these sub-themes are 11 sub sub-themes which further explained the challenges as shown in Figure 5.10.

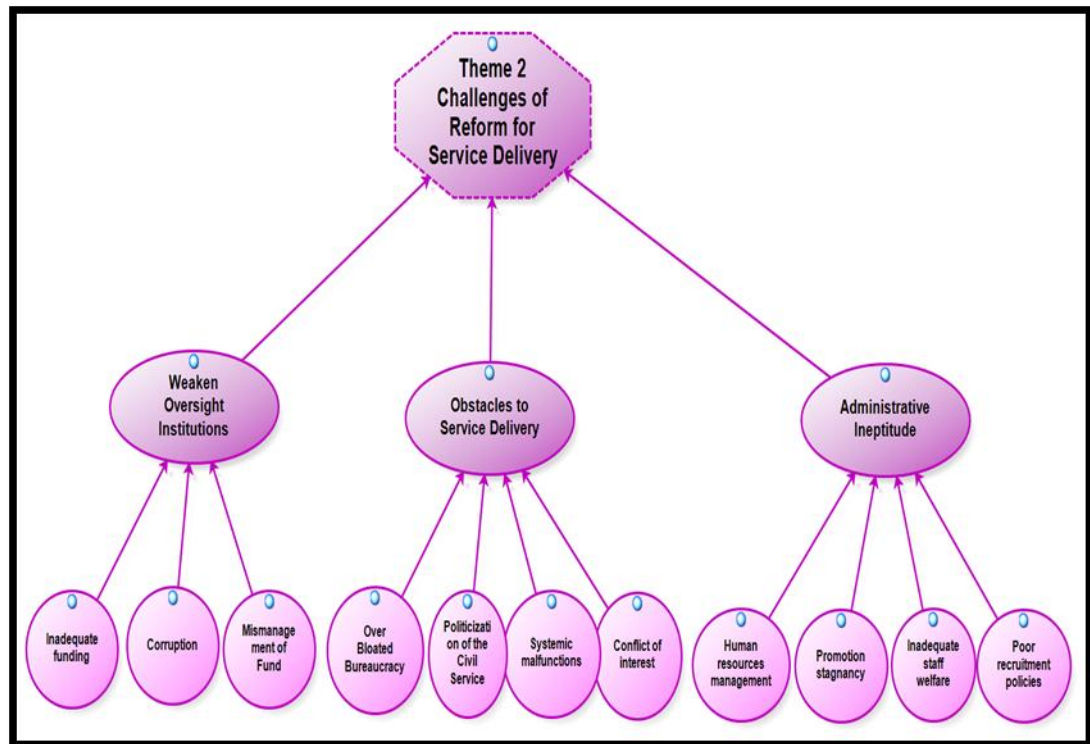


Figure 5.10 Emerged theme, sub-themes and sub sub-themes about challenges of reform

5.3.2.1 Administrative Ineptitude

The current situation in the Civil Service seems that the factors answerable for poor performance have not been handled so the problem still lingers. It is in line with this background as noted by Anazodo, Okoye, and Chukwuemeka (2012) that the researcher decided to explore some of the past Civil Service reforms, so as to know the scope of solving problems of inefficiency and ineffectiveness in the Nigerian Civil Service and proffer the way forward.

In a relation to this, the responses from the informants highlighted four specific ways that administration incompetence have being posing as challenges. These include Human resources management, Inadequate staff welfare, Poor recruitment policies and Promotion stagnancy.

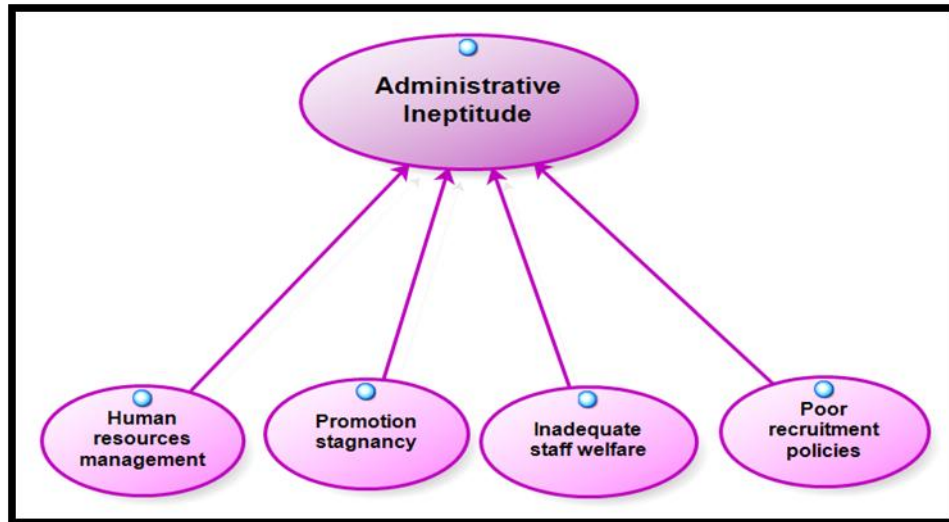


Figure 5.11 Perceptions on administrative ineffectiveness in civil service

5.3.2.1a Human Resources Management

As part of the ineptitude of civil service administration is the challenge of human resource management in addition to performance management. According to Igbuzor (2017), human resource management in the public sector is considered by weak motivation structure. There is a great variance amongst the real wages between the topmost level of public servants and the middle level/junior workers. In addition, there is a lot of nepotism.

Based on the earlier perspective, it is obvious that the actions of public service by government institutions or by awareness creation for enabling environment. Poor service delivery is majorly instigated by problems in the service delivery process as reviewed and that in order to have an improved service delivery the handling of recruitment and promotion should be strictly based on meritocracy, performance and achievement. This is why arresting the declining public service quality requires dealing with the problems in the service delivery process. Consistent with these concerns, Informant FME2 is of the same view thus:

The structure/organization of the service and the calibre of personnel that are in various offices doing their job is quite expedient and different from what is obtainable in Nigeria. Service delivery can be improved, if professional is placed on the job based on their field of discipline. Also, putting into cognizance factors such as competency, qualification and meritocracy but in the case of Nigeria reverse is the case as job placement is not based on professionalism and are such, the nature of our service delivery or provision is affected (Inf. FME2).

In what appears to be a reiteration of what the earlier informant has said, informant FMF2 emphasized that:

The Nigeria civil service is not living up to expectation due to the nature of government and the calibre of personnel's put in those offices. The reason for the introduction of service delivery reform in Nigeria is to eliminate the level of inefficiency in the provision of goods and service to the people and this policy is to work hand in hand with the code of conduct bureau, in order to make the public officials to carry out their job effectively without fear or favour (Inf. FMF2).

Another interviewee, Informant HSF2 echoes a damning remark to buttress his point on the administrative ineptitude on the area of human management thus, Looking at this factors, as far as this ministry is concern there are offices where engineers work in admin section, meaning that staffs are haphazardly placed without following the due process with this service delivery is been affected.

Corroborating this line of views, the Administrative officer of the Association of Senior Civil Servant of Nigeria/ in the Police Affairs, Informant SU1 expounded the situation this way:

Lack of qualified personnel, the bias mind of the policy makers. Due to the nature of our civil service in Nigeria, the right professionals, competence, qualified are not rightfully place on the job. So, there is need for more reforms (Inf. SU1).

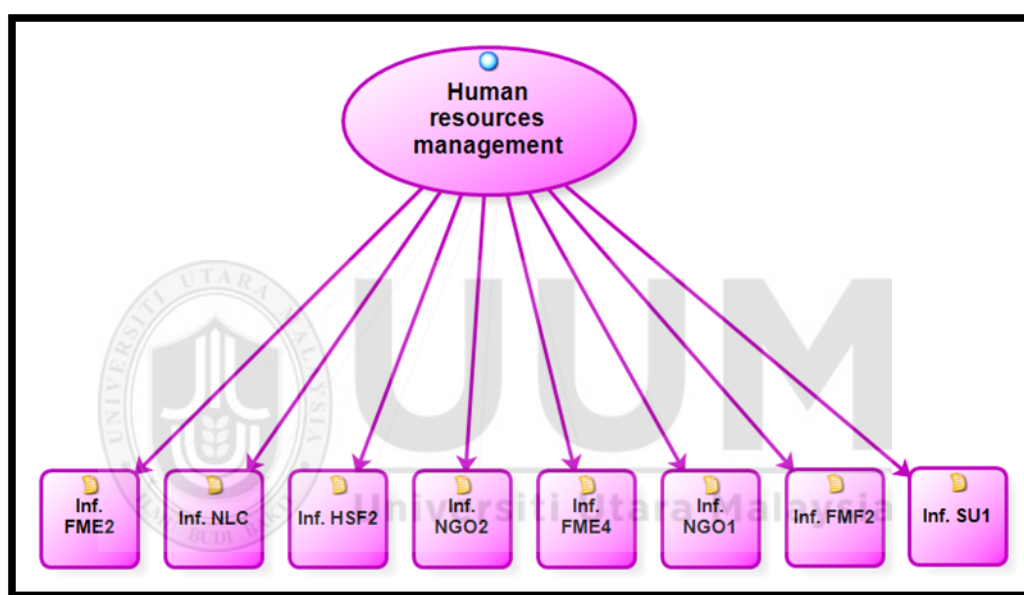


Figure 5.12 Human resources management as a challenge in service delivery

5.3.2.1b Inadequate staff welfare

The reason for inadequate staff welfare problem was perceived to be at the heart of the corruption that almost permeated the entire system of the country's public service (Magbadelo, 2016).

In relation to this perception, Informant FME2 also described the extent of inadequacy in the treatment of civil servant in Nigeria.

Based on my experience so far, the Nigeria civil service lack motivation what they are doing is what we tagged as window dressing and as a result, this has translated into poor service delivery specifically tools for working, improper remuneration of staff (Inf. FMF2).

In view of these challenges, Informant FMF2 advised that, “I think there is need for improvement as some ministries are not getting the benefit/entitlement as it supposed to be”. Corroborating this line of views was Informant HSF2 who explained that, “The reform of service delivery made so far is not effective, because people are not even motivated to work, talk more of delivery the service on time”. Another Informant, who was coded as Informant FME4 echoes similar concerns briefly noting that, “Civil servants are doing their best but there is no motivation”.

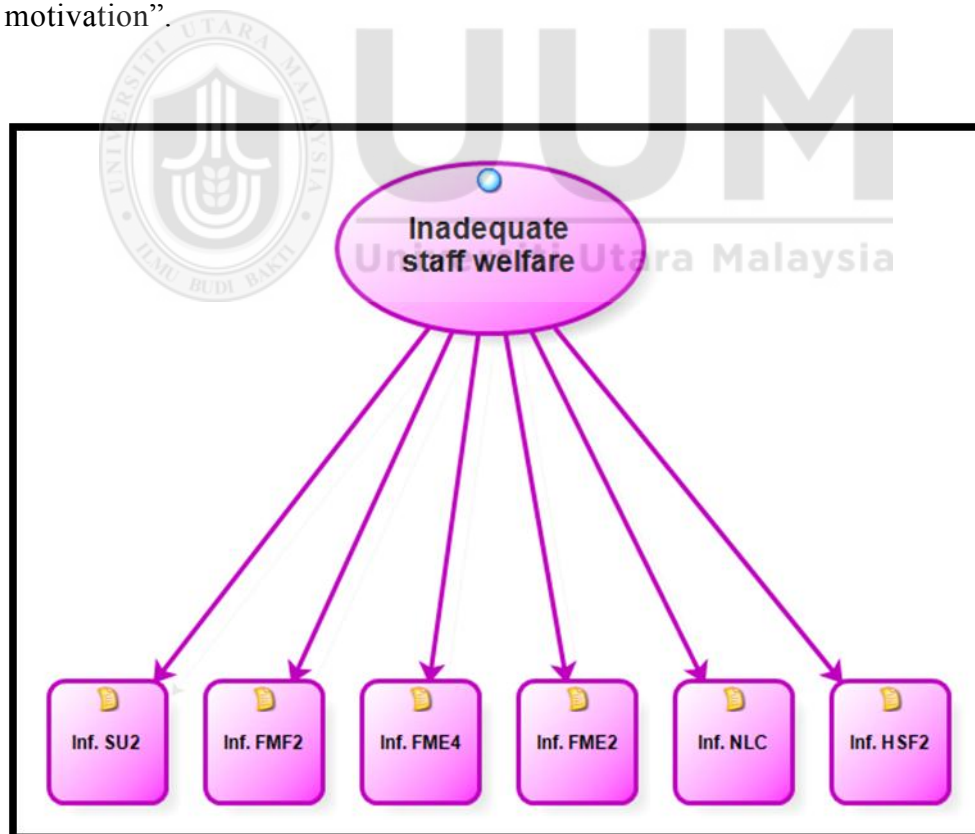


Figure 5.13 Perceptions on the inadequacy of staff welfare

5.3.2.1c Poor Recruitment Policies

It has been established that there is problem in the Public Service in Nigeria which has translated to botches in service delivery, shortage of accountability as well as poor performance of the apparatus of administration (Igbuzor, 2017). Therefore, in view of the need to discover appropriate approach and plan for public service reform, it has become essential to classify the important root causes of this problem that need to be addressed.

Corroborating this perception, it was contended that the recruitment process of the federal character principle in addition to quota system do not encourage the suitable people in the right places to meet the service desires of citizens (Ochala & Achimugu, 2013). The civil servants are not promoted and properly remunerated based on impartial measures of performance.

The consequence is that the civil service features as an employment mechanism and not a service delivery mechanism with over 70% recurring spending. As a result, there is poor delivery of public goods and services. This revelation was also resonated by some of the informants. For example, Informant NGO disclosed that:

Nepotism, ethnicity, religion, and political patronage at the point of entrance, made staffs enlistment to be done haphazardly without putting into cognizance of all these elements/factors thereby, affecting the service provision, since the right calibre of staffs are not placed at the right position/office (Inf. NGO).

Putting it succinctly, Informant FME2, described the reason as,” the right people are not put at the right place”. One Informant who offered a statement that was representative of scholars’ perspective was HSF2 who said, “Looking at this factors, as far as this ministry is concern there are offices where engineers work in admin section, meaning that staffs are haphazardly placed without following the due process with this service delivery is been affected”.

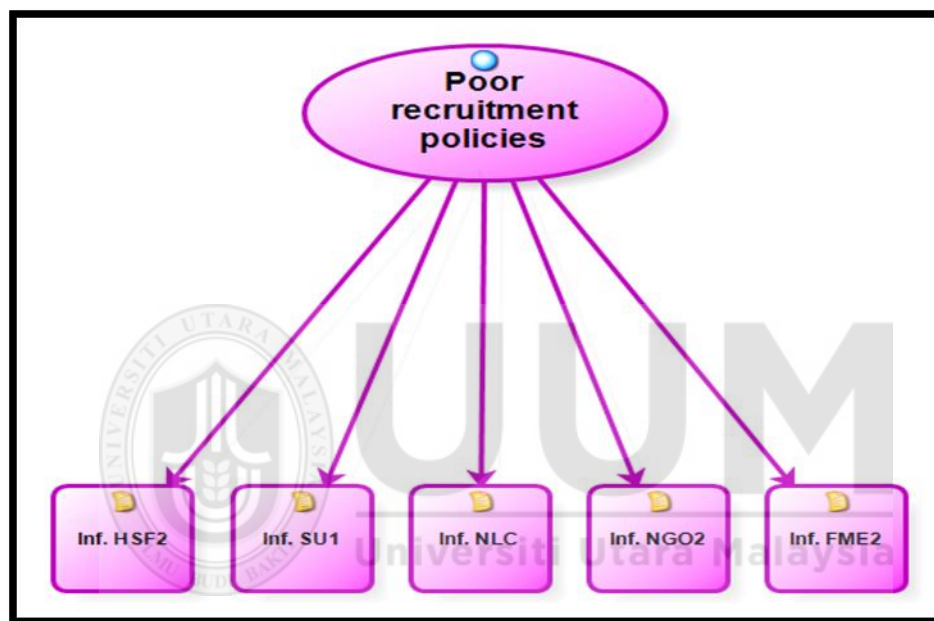


Figure 5.14 Views on poor recruitment policies in the civil service

5.3.2.1d Promotion Stagnancy

There is no clear cut scheme for measuring staff efforts in the Nigerian federal civil service where characteristic standards have influence in the assessment of staff performance. Therefore, the circumstance is the kind that on-job evaluation does not, in any noteworthy manner, define the possibility of promoting serving officers. The unfortunate thing about this is that some very industrious, competent and diligent officers may possibly stagnate without promotion for

years with the reasons that they failed some promotion examination which ironically their lazy and incompetent co-workers had passed. The reality of the problem is that the supposed promotion examinations are idiosyncratic as they are dominated with all practises of corruptions comprising nepotism, nepotism and inducement (Magbadelo, 2016).

One of the interviewees, Informant FME3 succinctly stated the key challenges and implication of lack of promotion for public officers. He said, “Service delivery is having a lot of complain because those who will provide the service are themselves not happy, most of them are stagnant in one place without promotion. They are frustrated”. Corroborating this, NGO2 noted that, “staff of civil service are not promoted. They are stagnant and retarded in their career”. As for informant FMF2, “Nigeria civil service is a problem in the sense that many of the staff are denied their promotion and career development. Most of them are static in one place and unhappy”.

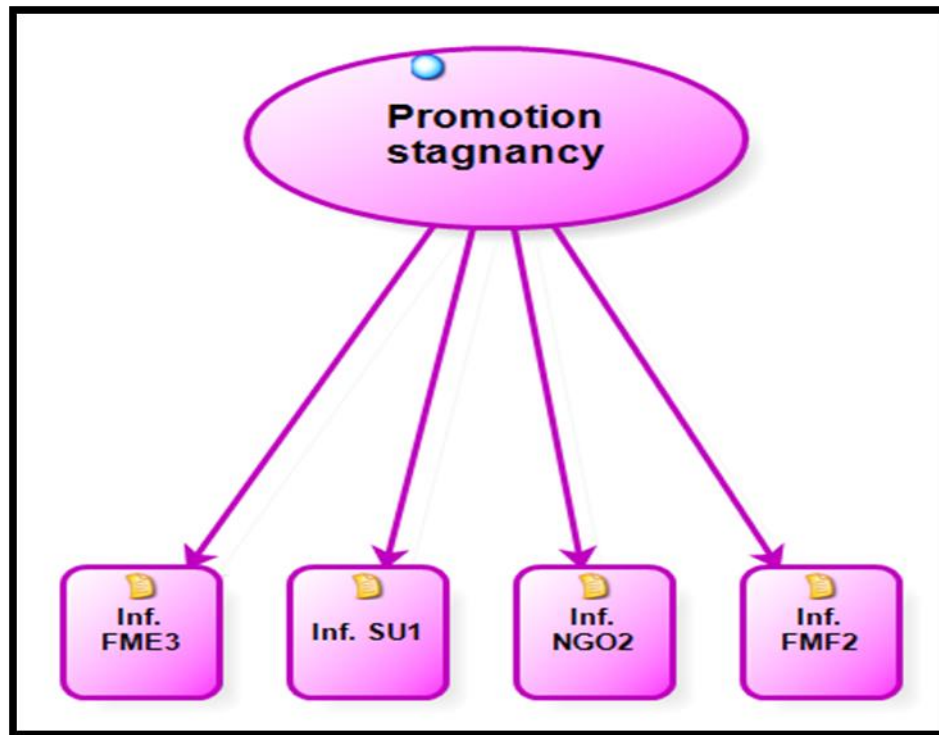


Figure 5.15 The impact of promotion stagnancy on service delivery

5.3.2.2 Service Delivery Obstacles

In Nigeria, authority is mainly considered by extension of promotion and dictatorial rule. That is why some deprived African Countries achieve below the generally recognized standard, bearing in mind the nature and fluctuating amounts they suffer due to incompetence, lack of capacity, poor leadership, monopolisation, and corruption, (Anazodo, Okoye, &Chukwuemeka, 2012). For that reason, Nigeria need to devoid of copying verbatim foreign models of Civil Service but follow the developed local model and the reform that will enable her achieve the developmental needs. More so, with the disenchantment of a central control of the Civil Service in Nigeria today, the authority is under stress to increase its administrative competence and to render quicker, better as well as more receptive services to client. Regrettably,

there is still a centralized control of the services that still serve as obstacles to service delivery. In relation with this, the thematic analysis discovered four sub-sub-themes as shown in the Figure 5.16 which defined the obstacles to service delivery.

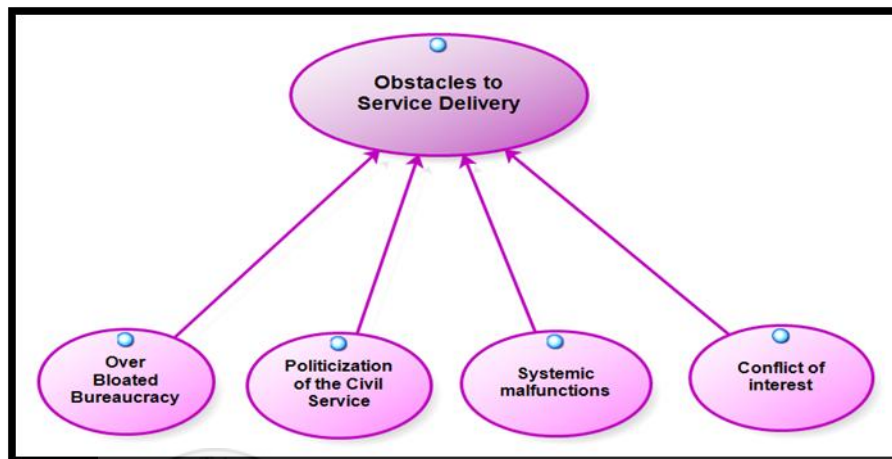


Figure 5.16 Emerged sub-theme on obstacles to service delivery

5.3.2.2a Conflict of Interest

The service delivery reform in Nigeria is still a challenge because of the extent of conflict of interest among the civil servants. This perception was reiterated by Informant FMF2 who described the extent of attitude, “conflict of interest is an incident that is rife among civil servant, especially those that provide services directly to the people”. Detailing the practice of conflict of interest among the workers, Informant FME1 noted thus:

The lapses we notice in the service delivery among civil servants is due to other interest which try to protect. Some of the also provide the services in their private activates. This is rampant among Doctors and Nurses in government hospitals (Inf. FME1).

Strengthening these challenges which emanate from the analysis through NVivo, informant FMF2 noted that, “It is high time the government begin serious compliant to civil service rule for workers. Most of them especially Medical Doctors and teachers allow their private works to affect the public work”. Therefore, he advised that, “interest of individuals over national interest” should be given consideration.

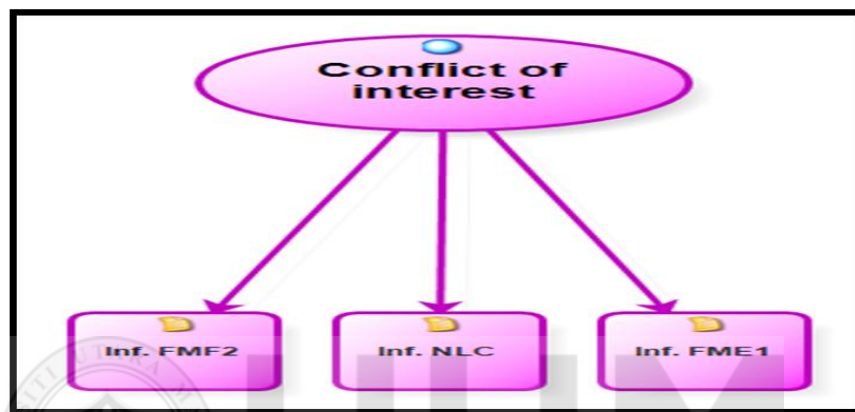


Figure 5.17 Conflict of interest as part of obstacles to service delivery

5.3.2.2b Over-Bloated Bureaucracy

It has been established that the cost of governance in Nigeria is very expensive. About 70% of the federal budget is dedicated to recurring expenditure. Therefore, Igbuzor (2017) confirmed that the political as well as bureaucratic groups are overstuffed. Consequently, cost of doing business with government is high. For instance, the procurement in the public sector is mostly overestimated. The same perception was shared by Informant FME4 who attested to the fact that the inactivity of the government to monitor is really affecting the reform. He put it thus, “Bureaucracy, and government is not proactive”. Expatiating on the situation, Informant NGO concluded that, “Peoples orientation must change, the

role of the executive arm of government, diversion of fund that is meant for the exercise, and bureaucracy”.

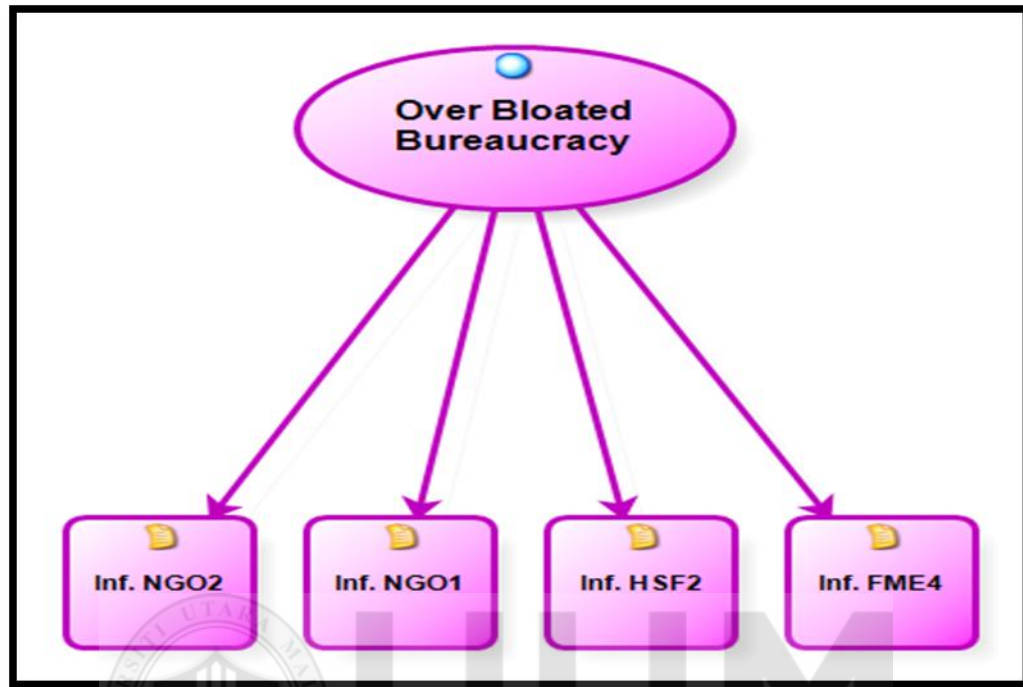


Figure 5.18 Informants perceptions on over bloated bureaucracy

5.3.2.2c Politicization of the Civil Service

The universal role of the civil service in Nigeria has been relentlessly weakened by the politicization of the civil service in recent years, discouragement its integrity and reliability. Presidents and states governors have lean towards listening more to their close political supports as well as advisers than to professional civil servants. Consequently, sharp friction arises between the advisers (usually political appointees) and the civil servants (career administrators), with the advisers always getting upper hand. The significance of this, is the dwindling of the civil service, with workers lacking inspiration, since professional prospects are bound to diminish in a political civil service. This

situation was explained by Informant FME2 who said, “Politicization of the civil service. One of the major problem is politics and inconsistency on the part of government”.

Echoing the same perception, Informant NLC also described the extent of politicization thus, “It is high time the government begin serious compliant to civil service rule for workers. Most of them especially Medical Doctors and teachers allow their private works to affect the public work”.

Reiterating this, Informant FMF2 noted that, “Many public officers usually operate as if they are politicians. They lobby for everything”.

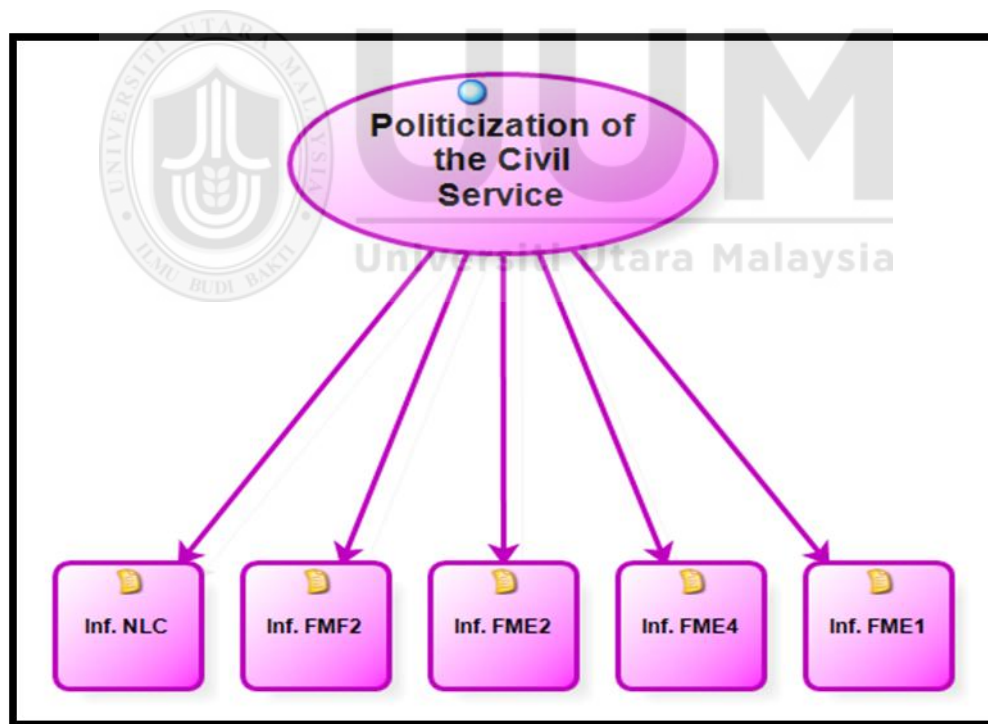


Figure 5.19 Impact of politicization of the civil service on delivery

5.3.2.2d Systemic Malfunctions

Civil service reform conversely denotes changes introduced into the configuration of the service as an organization and orientation of its personnel to enhance its effectiveness and efficiency. The service, just like other business, experiences intermittent low performance arising from factors of overgrown size, low accountability, absence of transparency, poor attitude to work, in addition to consequent wastes. To contest the devastating effects on the civil service, reforms are commenced from time to time. It is known that the service has some lacks which must be corrected to make it effective (Iyayi, 2010). In relation to the argument, Informant FME2 highlights thus, “Taking Nigeria as a case study, in practice, service delivery reform does not contribute to the improvement of the civil service. However, in theory it does’.

Corroborating this perceptions, Informant FMF2 compared happening in Nigeria with other countries thus, “if you have visited other civil service in another country especially within the Third World countries, Nigeria is far behind in terms of development, with that there is need for more reform in this sector”. Expatiating on the systemic malfunction that are affecting civil service reform, Informant SU1 emphasized that:

People are not benefiting due to the fact that, at the directorate cadre the public officials that are supposed to retire and pave way for others are not ready to leave and that has really affected service delivery as far as the Nigeria civil service is concern. Due to the nature of our civil service in Nigeria, the right professionals, competence, qualified are not rightfully place on the job. So, there is need for more reforms (Inf. SU1).

Meanwhile, as part of the strategy to remedy the system, Informant SU2 advised that:

Issue of training and retraining, seminars/workshop, and inadequate funding especially those in servicom unit do complain that, they need fund to execute their programme. Although, federal government is trying but there is need for more commitment especially in the area of funding. Lack of competent personnel (Inf. SU2).

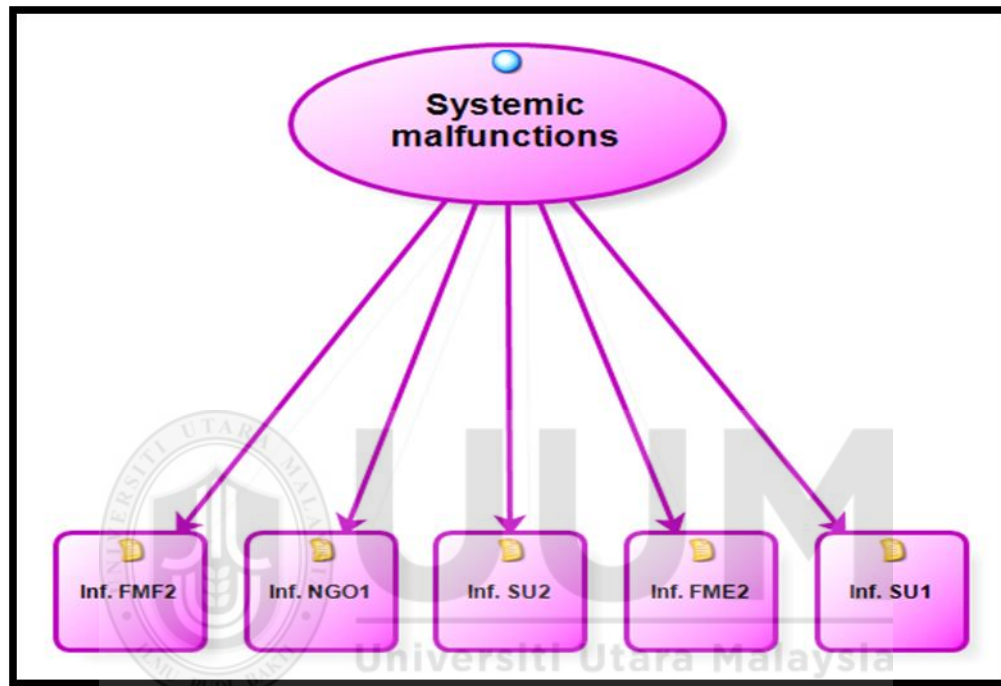


Figure 5.20 Perceptions on systemic failures as a constraint

5.3.2.3 Weaken Oversight Institutions

With regard to oversight functions of the civil service there have been remarkable attempts at improving the planning processes and system with a view to amending the problems detected in the previous budgeting system. Such problems encompassed poor budget application, want of financial resources for budget execution, impractical budgeting, dearth of correct data on the country's revenue profile, etc. According to Magbadelo (2016), the fresh method to budgeting places necessity on ensuring the matching planned government

expenditure with government revenue then situating them within the medium-term sector strategy (MTSS) of the government in which the medium-term expenditure framework (MTEF) is connected with the medium-term revenue framework (MTRF). The need to reform the oversight institutions is because the accounting scheme reforms involved a subsection of the whole scope of reforms known as ‘Government Integrated Financial Management Information System’ (GIFMIS) which was designed for implementation in the entire financial system of the country’s public service.

Based on the findings, three sub sub-themes, namely, Inadequate Funding, Mismanagement of Fund, and Corruption emerged that explained the perception of the informants on the issue. The Figure 5.21 shows the graphical representation.

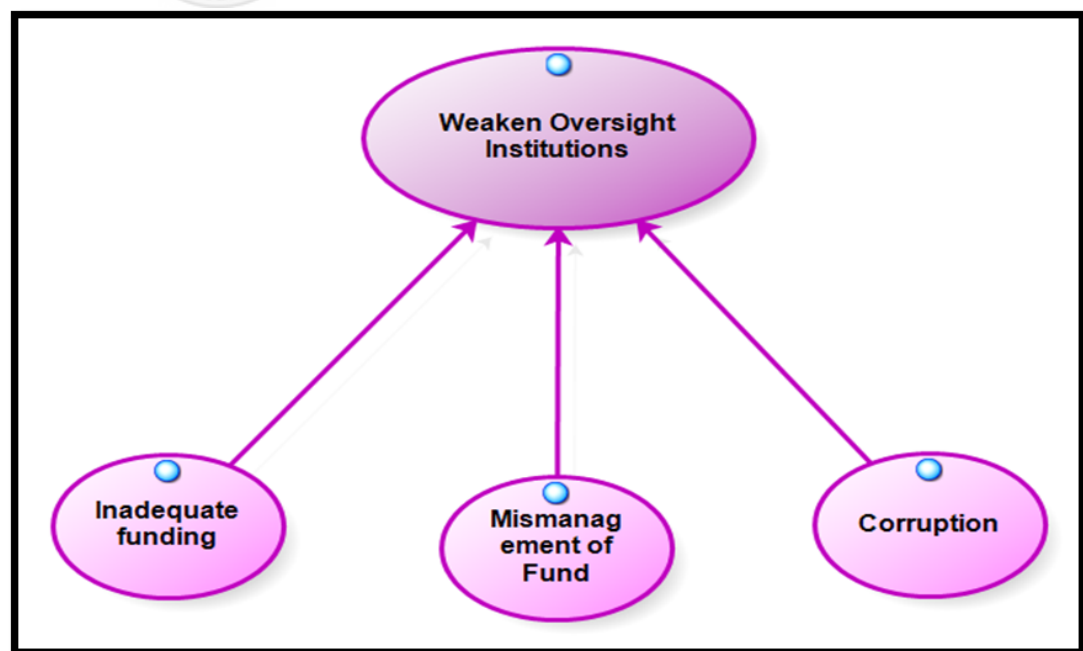


Figure 5.21 Emerged sub-theme coded weaken oversight institutions

5.3.2.3a Inadequate Funding

The budget is possibly the most significant apparatus in any contemporary state apart from the constitution. The emphasis on budget has assumed greater prominence in recent years with growing democratization, civil society involvement and the yearning to react to the development encounter of poverty. Budgeting is very vital for the economic development of any nation because, it enhances economic development and growth. This challenge is buttressed by Informant SU1 who said, “One of the problem is that, it is not well rooted, and inadequate funding. The reaction of public opinion to some policies of government, non-releasing of fund, and frequent government intervention”.

Corroborating the reason for civil service reform challenges, Informant HSF3 described the situation thus, “One of the challenges is funding. Lapses in reform of service delivery is hinged on the inability on the part of government to involve the appropriate authority, inadequate funding”. Meanwhile, Informant FME1 described how inadequate funding and low budget has been a challenge to reform of the government:

There are challenges especially the issue of fund to carry out government function as designed by the SERVICOM charter. One of the challenges that confront service delivery in Nigeria is the issue of Finance, finance is not adequate and are such it cannot be adequate. Therefore, there is need for improvement (Inf. FME1).

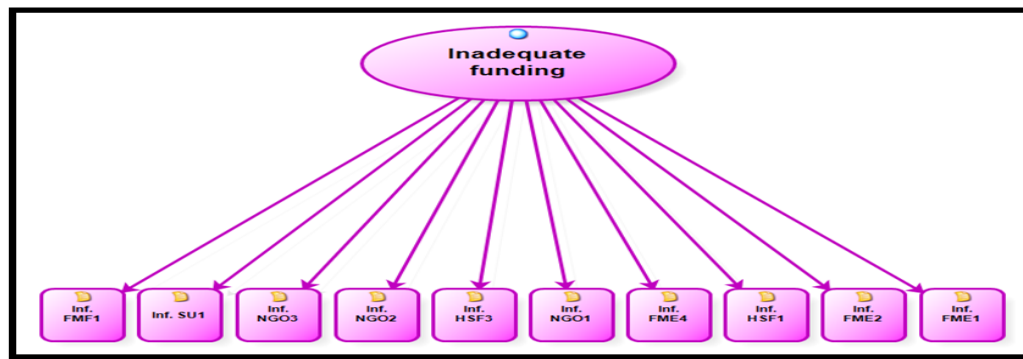


Figure 5.22 Informants perceptions on inadequate funding for civil service

5.3.2.3b Mismanagement of Fund

The flaws in accountability in Nigeria shows in weakness of oversight institutions, mismanagement of fund, external demand, lack of transparency, besides lack of internal control. Regarding patronage and corruption, it is acknowledged and documented that corruption is prevalent as well as widespread in Nigeria. Confirming this problem, Informant HSF1 disclosed that, “the resources being provided for the implementation of reform is usually mismanaged therefore affecting the whole activities”. Corroborating this perception, Informant NLC attested to the fact that, “the little fund that is budgeted for reform policy of the government is mostly mismanaged at the detriment of the populace”.

Based on this therefore, Informant SU1 concluded thus, “One of the problem is that, it is not well rooted, and inadequate funding. The government need to monitor the expenditure of those saddle with responsibility of managing fund for the reform policy”.

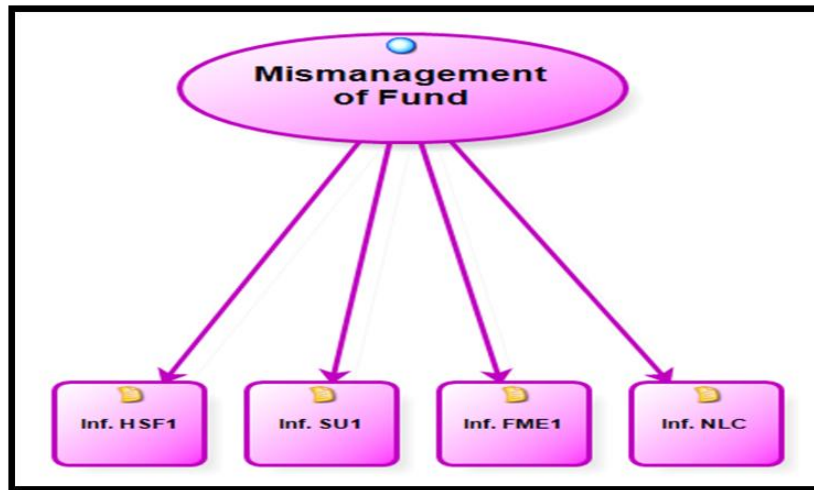


Figure 5.23 Mismanagement of fund as a challenge

5.3.2.3c Corruption

Corruption is prevalent as well as widespread in Nigeria. Though, the problem of corruption has been a long time incident and spread across nations, as well as classes of people. It is certainly one of the highest challenges of our times resulting to underdevelopment and poor service delivery in Nigeria.

Therefore, corruption has a lot of undesirable concerns on every scope of societal development particularly economic, political and social. Corruption not only results to poor service delivery but also loss of lives. Corruption is ubiquitous in Nigeria with severe negative costs. In spite of the numbers of legislations and agencies fighting corruption in the country, corruption has persisted and pervasive because of disappointment to employ commonly known and tested strategies; disengage between self-importance of leaders and their conduct; lack of tangible workable anti-corruption programming and failure to locate the anti-corruption struggle within a wider efforts to transform society.

In relation to this, Informant HSF2 emphasized that, “service delivery has been affected by corruption especially in this present regime. Services no longer gets to the people as it ought to be. Embezzlement of fund, bias mind of the actors”. Confirming this lack of transparency of the process, Informant NGO1 disclosed that:

One of the reason for service delivery in Nigeria is that, there are lapses in service provision in general. Civil servants are used to this idea of gratification before services are rendered. That is why Olusegun Obansajo on assumption of office introduce service delivery reform, with service delivery there is improvement as compare to the previous time (Inf. NGO1).

In view of this, Informant FMF2 concluded that the issues of corruption in the Nigeria civil service can be rated thus, “If I must rank the nature of the Nigeria civil service is just 40% because corruption is on the increase”.

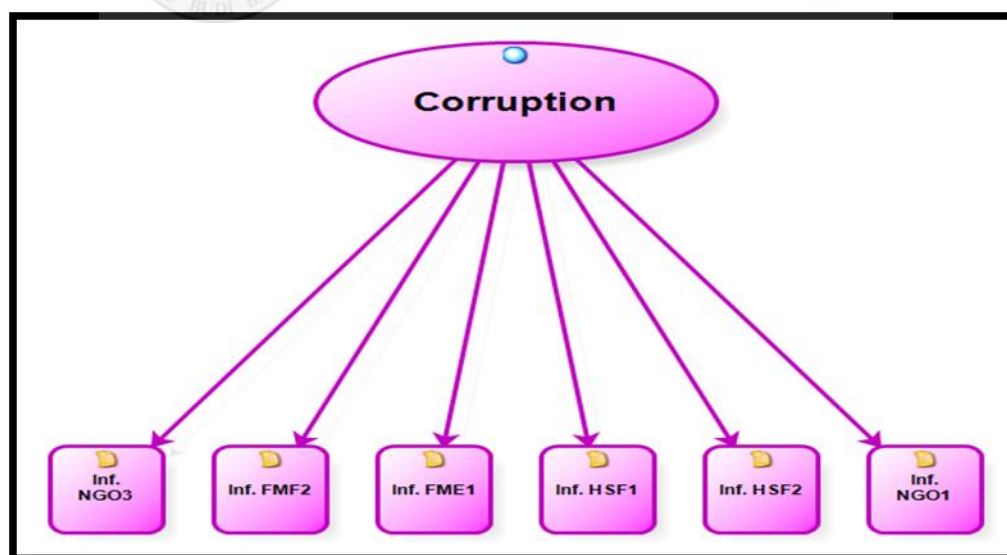


Figure 5.24 Prevalence of corruption in the Nigeria civil service

5.3.3 Theme Three: Milieus for Failure of Reform in Service Delivery

The reasons for some of the failures of civil service reform has been attributed to the Nigeria bureaucrats who are in the leadership position in the Civil Service who as well imbibed the colonial mind-set of wealth acquisition for self-glorification and self-superiority. According to Olalekan, Olayinka and Omotayo (2016) rather than working to advance the lot of the country, they became colonial masters in a, “black man’s skin”. The higher civil servants assumed great political powers without responsibility to the people. They exhibited selfishness and sectional interests within the system which consequently impaired discipline and achievement of goals. The individuals were pre-occupied with feathering their own nests in total neglect of their individual and collective roles toward satisfying societal needs. This aggravated the abysmal performance of the Civil Service and consequently the under development of the country. These and other factors necessitated the various reforms to repositioning the civil service for effective service delivery and national development.

Therefore, in Nigeria, the civil service which constitutes the hub through which the government implements its policies and programmes is bedeviled with a lot of problems which has over the years constituted a significant drag on the overall growth and development of the Nigerian state. These problems range from over bloated workforce as a result of political patronage that made many unqualified personnel to join the civil service and other sorts of vices such as inefficiency, laziness, absenteeism, wastefulness and corruption.

Consequently, in line with scholars’ perspectives, the analysis of interviews with the informants indicated some perceptions as the reasons for the botch being

experienced in civil service delivery. The emerged sub-themes as shown in Figure 5.25 are Administrative Constraints and Disregard for Rules and Regulations couple with several sub sub-themes.

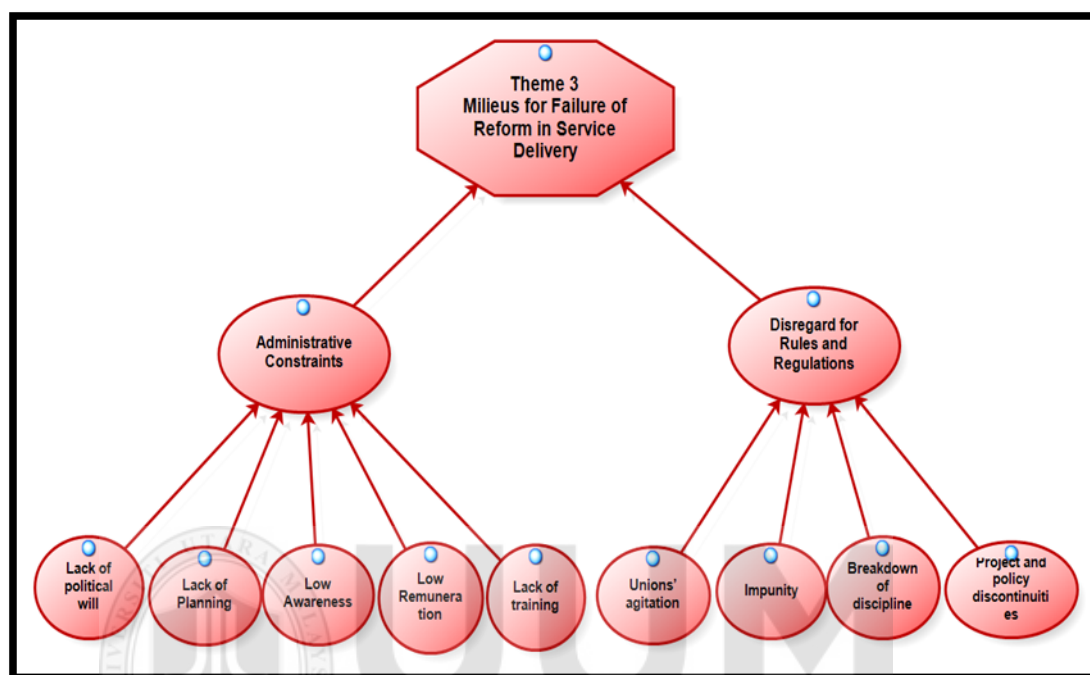


Figure 5.25 Emerged theme, Sub-themes and sub sub-themes on backgrounds for failures

5.3.3.1 Administrative Constraints

From the perspectives of scholars, to really prevent constraints that make civil service delivery impossible, then there is a need to embark on convincing, feasible and concrete reforms that touch on people instead of the typical fake methods. Firstly, it is necessary for the authority to create facilitating conditions of service. This has to do with making sure there is satisfactory pay package as well as other economic inducements. If this is duly and dutifully executed, civil servants will be depressed from using unethical means in getting economic

benefits from clients and the public in general (Olalekan, Olayinka, & Omotayo, 2016).

Furthermore, it is necessary to encourage sound policies on recruitment, training as well as retraining of civil servants for real service delivery. These policies will add hugely to improving and promoting competence, and honesty, reliability, privacy, and political neutrality, in the conduct of government business. Recruitment and promotion on the job should be strictly based on meritocracy, performance and achievement. Consistent with these concerns, Ikellionwu (2011) noted that beyond a certain point, cutting cost by squeezing real wages becomes counterproductive as skilled staff members leave the civil service; those who remain become demoralized and absenteeism, moonlighting and corruption increase.

As part of attempt to find answers to these challenges, this study's interviews with the principal stakeholders revealed the following sub sub-themes: Lack of political will, Lack of training, Low Remuneration, Lack of Planning and Low Awareness as shown in Figure 5.26.

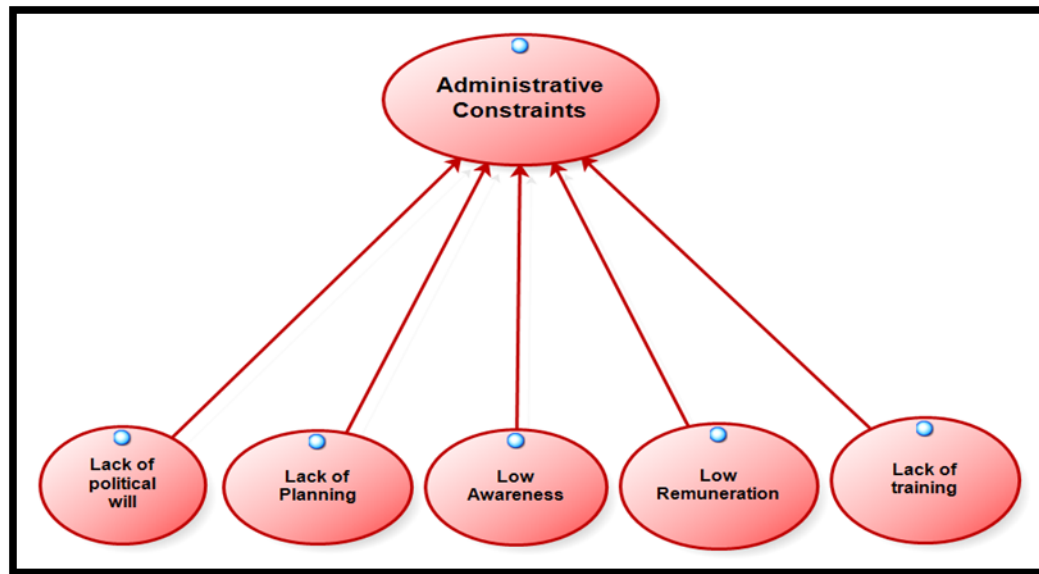


Figure 5.26 Dimensions of administrative constraint

5.3.3.1a Lack of Political Will

Political will is so significant to civil service reform for the reason that the civil service is essential to the political system to the extent that change cannot take place without the agreement of the most powerful players. These stakeholders are vital both in terms of guaranteeing reforms that will last long and as a source of accountability. In addition, civil service reform can be politically expensive therefore, politicians are unlikely to continue with it unless truly unswerving.

Political patronage often result to personal interests that see the civil service as a basis for personal achievement through pay, promotions, as well as employment position. Such interests are likely to see any reforms to the civil service as a threat to these benefits. In the same way, a lot of workers within the civil service profit from being able to dole out public money, jobs, and other contracts that are doubtful to willingly give up such powers.

Though guilty of these allegations, but most of the informants were worried about the constraints and their implications. For instance, Informant FME2, Head of Account at the Federal Ministry of Education, enumerated the situation thus:

Lack of government commitment to the service delivery reform is the constraint. There is no sincerity on the part of government and as a result, the provision of improved service delivery is not effectual. One thing is to formulate policy another aspect is to implement policy to the later (Inf. FME2).

Corroborating this line of views was Informant FME4 who briefly explained the impact of lack of political will said, “Actually, it is, if the political will, and the backing from government is there”. Another source, who was coded as Informant NGO3 echoes similar concerns by emphasizing that the government is to blame, “lack of government commitment”.

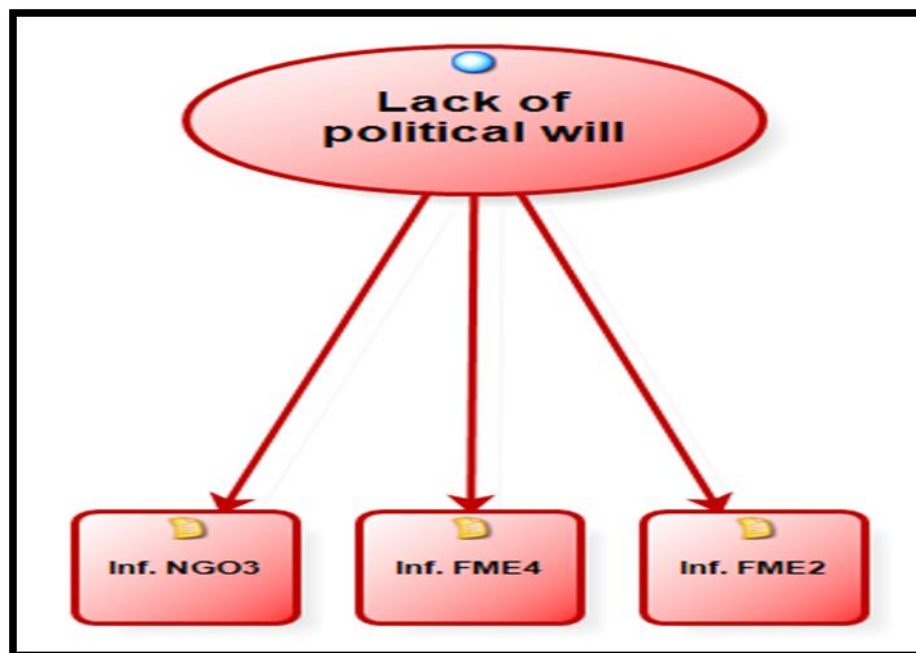


Figure 5.27 Evidence of lack of political will to implement reform

5.3.3.1b Lack of Training

One of the reason for failure of civil service delivery is emanating from lack of training. Based on this, Matankari (2009) noted that encompassing low morale, particularly at the upper levels of service, occasioning from nonprofessional updating skills and faulty procurement system etc. Corroborating this line of views was Informant FME2 who disclosed that, “lack of training and retraining of staff as well as lack of proper training and retraining of personnel and so on are the constraint affecting civil service reform”. In a similar manner, Informant FME4 explained thus, “SERVICOM supposed to be a supervisory agent of government, therefore, training and retraining is required to make sure competent staffs are posted into that unit and more fund are allocated”. Another source who is Informant HSF3 echoed the words that, “lack of trained personnel and so on are the problem therefore, Service delivery to the people can be improve, if government is proactive, training and retraining”. The story was not different among the Non-Governmental Organizations as represented through the view of NGO2 who said, “there is need for training and retraining so that civil servants can attain growth and development while working in a public sector”.

Finally, one Informant who offered a statement that was representative of both scholars’ perspectives and other sources views regarding the impact of training of civil servants was Informant NLC saying, “It will contribute if only we have the right policies, and the right people, right infrastructures, and the right training and retraining, and creation of awareness”.

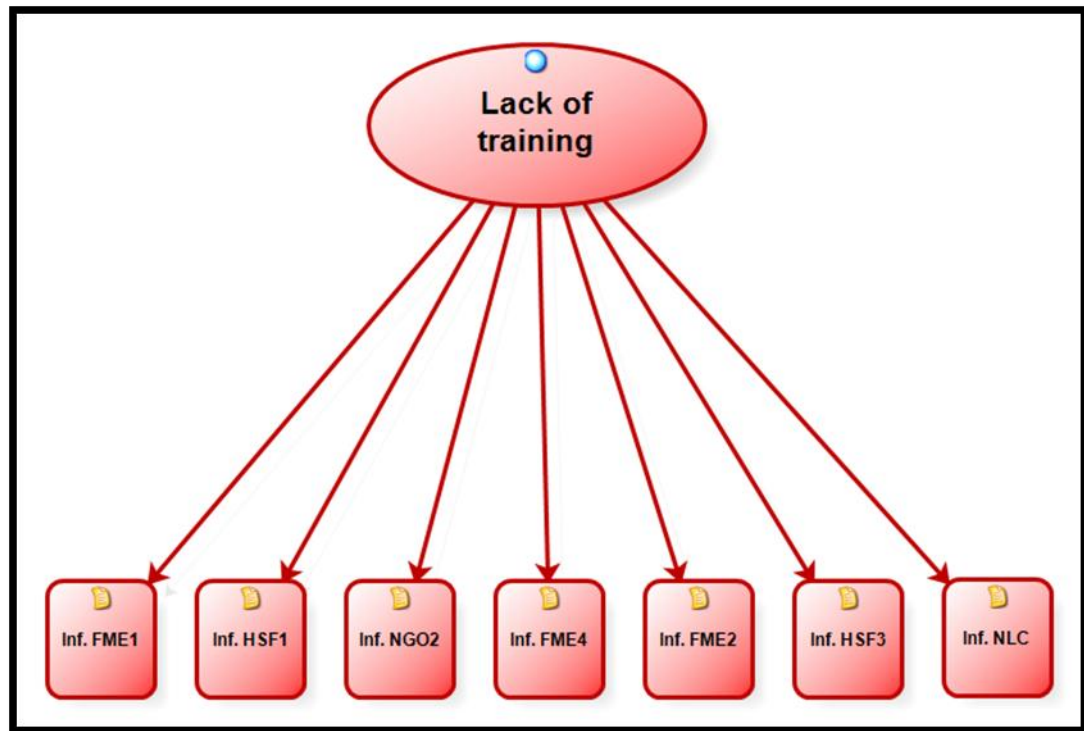


Figure 5.28 Revelation on lack of training for reform implementation

5.3.3.1c Low Remuneration

This is a recurrent problem of the Nigerian federal civil service, though, it is not abnormal to Nigeria but there seem to be an impression that most African nations appeared to have lost the ability to pay for a high-quality civil service owing to the poverty that damages their economies, the structure of politics and eventually the reform programmes (Olowu, 2010). According to Magbadelo (2016) to agree that low remuneration remains an essential issue in the Nigerian federal civil service in modern times does not mean that efforts had not been taken in the past to address the problem. In 2003, after a protracted negotiation with the Nigerian Labour Congress (NLC) and other allied trade unions, the government approved the move to increase salaries of workers in the public service. However, since that time nothing has been done to remunerate civil servants adequately in

consonance with the economic reality. A good example, in the course of the interview one informant from FMF2 voice out that in this ministry since 2016 some of our staffs that sat for promotion interview and passed the prescribed examination conducted through the Head of service of the federation has not been promoted. And not only that the government is owing some allowances making the staffs to be demoralized, and no motivation to carry out their assigned duty effectively. This in turn affect the general performance of staffs in this ministry especially those that are affected. This perception was shared by informant FME2 who had similar opinion that:

Based on my experience so far, the Nigeria civil service lack motivation what they are doing is what we tagged as window dressing and as a result, this has translated into poor service delivery i.e. Tools for working, improper remuneration of staff, peoples' salary are not being paid with this to me, people are not benefiting, the remuneration is low (Inf. FME2).

Corroborating this line of views was Informant HSF2 who disclosed that:

The people that are directly involve in service provision are not ready to provide service because they are not been remunerated adequately and as a result, some of them normally leave the office before time and that has affecting the rate of service provision.

Therefore, in what appear to be a restatement of what the previous sources have said, Informant HSF3 emphasized that, “Public awareness, and even in some ministry within the MDAs there are struggling to accept this policy all these are challenges affecting service delivery”.

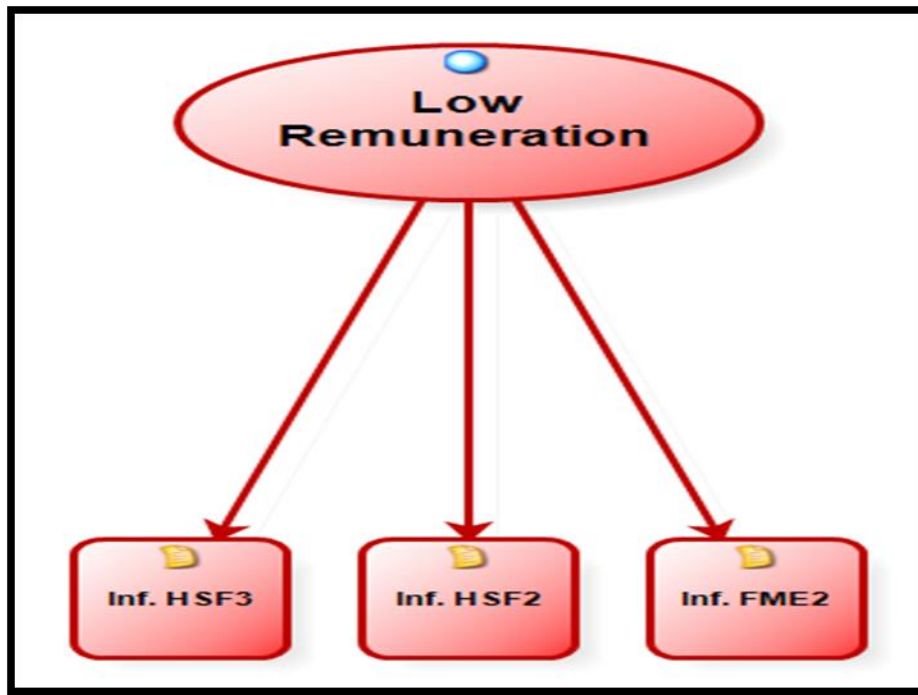


Figure 5.29 Perception on low remuneration

5.3.3.1d Low Awareness

It has been observed that when awareness is low, implementation of civil service reform will be inadequate. This perception was shared by most of the informants interviewed in this study. According to FME3, where, “there are lapses in service delivery reform a good example is lack of awareness, and lack of motivation”. Similarly, Informant FME4 buttressed this view by saying that, “there is need for sensitization exercise because public opinion would have been the best option, but people are not reacting to government policies”.

In relation to that, another Informant who was coded as Informant NGO3 echoed similar concerns noting that:

Public opinion from time to time failed to react to some policies of government even though such policy is not geared towards

addressing the problem of the masses. If they do, it would have served as an alternative measure to government policies (Inf. NGO3).

Corroborating this, Informant HSF3 disclosed that, “public awareness, and even in some ministry within the MDAs there are struggling to accept this policy but lack of sensitization is challenge affecting service delivery”. While elaborating on the extent of low awareness among civil servants on the reform, Informant SU1 noted that:

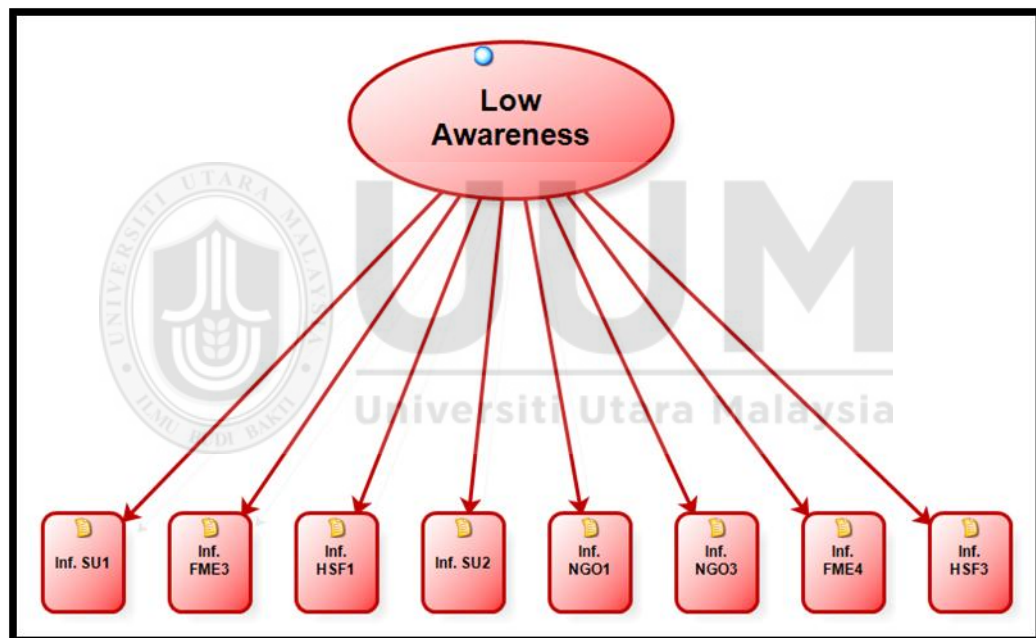


Figure 5.30 Informant perceptions on low awareness of reform policy

5.3.3.1e Lack of Planning

Lack of planning has been identified as a critical area that is causing problem in the implementation of civil service reform. According to Badmus (2017) the presence of government is acceptable on the basis that it supplies crucial services such as security of lives and properties, maintaining orderliness, providing social

amenities and infrastructure, and offer legal framework for conflicts prevention and resolution then acceptable system of justice. Therefore, planning and Redirecting the attention of various agencies of government to their core values and functions to which they were established in order to encourage effectiveness through restructuring and retraining and discourage engagement in commercial activities is imperative (*Obasanjo, 2007*).

Based on scholars' perceptions, Informant FME1 concluded that, "One of the major problem of reform is lack of planning". Corroborating this, Informant FME2 also reiterated that, "In fact, all the existing policies of government suffers implementation process and not only that the benefit derived from some of these policy does not commensurate with the resource invested to be specific service delivery reform". Therefore, Informant FME4 sounded that, "If there is proper implementation, effective service delivery will be there".

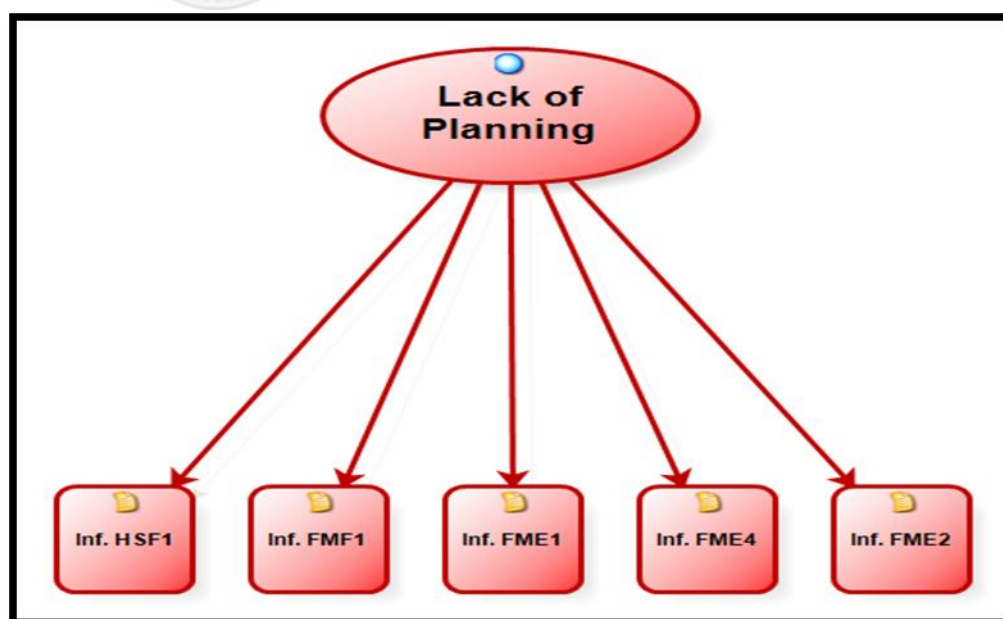


Figure 5.31 Perceptions on lack of planning

5.3.3.2 Disregard for Rules and Regulations

The reform of service delivery in Nigeria has become imperative because the efficiency and output of any government is mostly determined by the efficacy and effectiveness of the civil service. Meanwhile, as the organizational and procedural sustenance to the governing tool, the country civil service is the only workable device for policy introduction or formulation, policy advice as well as policy application. This undoubtedly is the reason why Q'connel (1981) rightly advanced that wherever there is political leadership but deprived of administrative and technical support it is power in a nothingness. This perception basically means that the civil service is a prerequisite in any political system for the reason that it constitutes' the engine of development. In relation to this, the study's analysis discovered four sub sub-themes which further explained the dimension of the disregard for rules and regulations as contained in Figure 5.31; breakdown of discipline, impunity, project and policy discontinuities and unions' agitation.

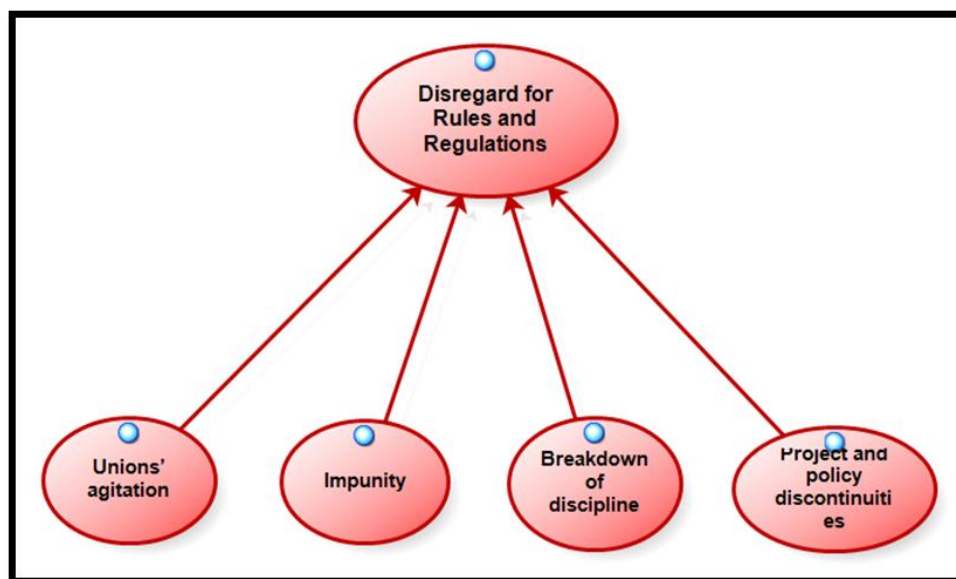


Figure 5.32 Thematic mapping of disregard for rules and regulations

5.3.3.2a Breakdown of Discipline

In what appear to be a reiteration of what the scholars have said, most of the informants also attested to the breakdown of discipline among civil servants in Nigeria. For instance, Informant FME2 perceived the situation thus:

My perception about service delivery reform is that, there is no commitment on the part of the operators of the reform process that is to say, one thing is to formulate policy another aspect is to implement policy to the later (Inf. FME2).

Another Informant who was coded as Informant HSF3 echoed similar concerns noting that, “lackadaisical attitude on the part of the management staff, frequent change of government is the bane of breakdown of discipline”.

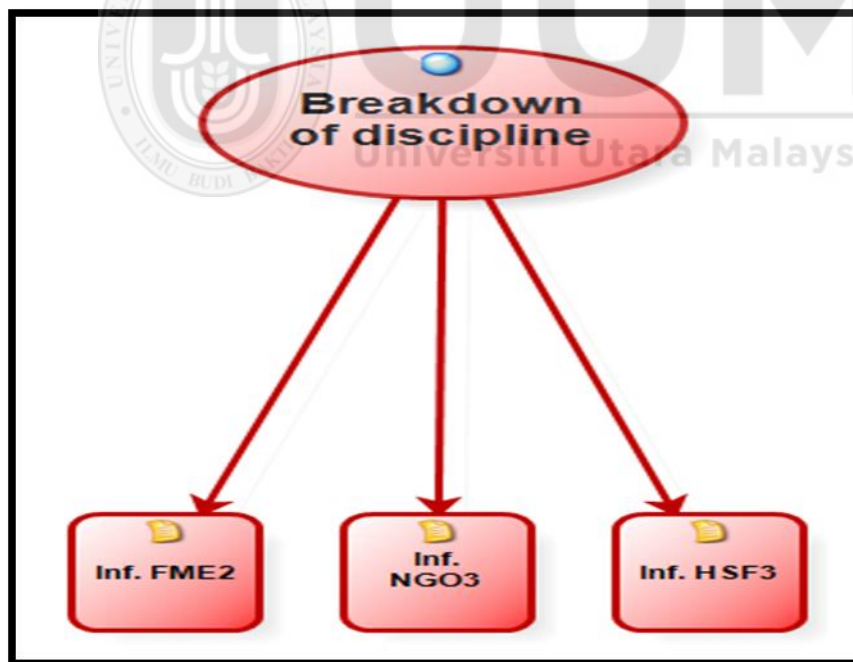


Figure 5.33 Breakdown of discipline on civil service

5.3.3.2b Impunity

Consistent with these concerns, informant FME1 enumerated that, “the problem with the Nigeria civil service is the issue of “impunity”, because the moment a public official knows that no proper punishment is being administered there will be latitude”. Among the union leaders also, the NLC echoed the same perspective that, “There is impunity among the civil service, so there is a need for attention in that regard. Corroborating this line of views was Informant FMF1 who explained that, “Some level of impunity exists among civil servant in Nigeria. This impunity is what is eroding the quality of service and the reason for service reform in the civil service”. Justifying the reason for of civil service, Informant NGO1 offered that, “Another reason for the reform is because of the high level of impunity among the civil service especially the senior”.

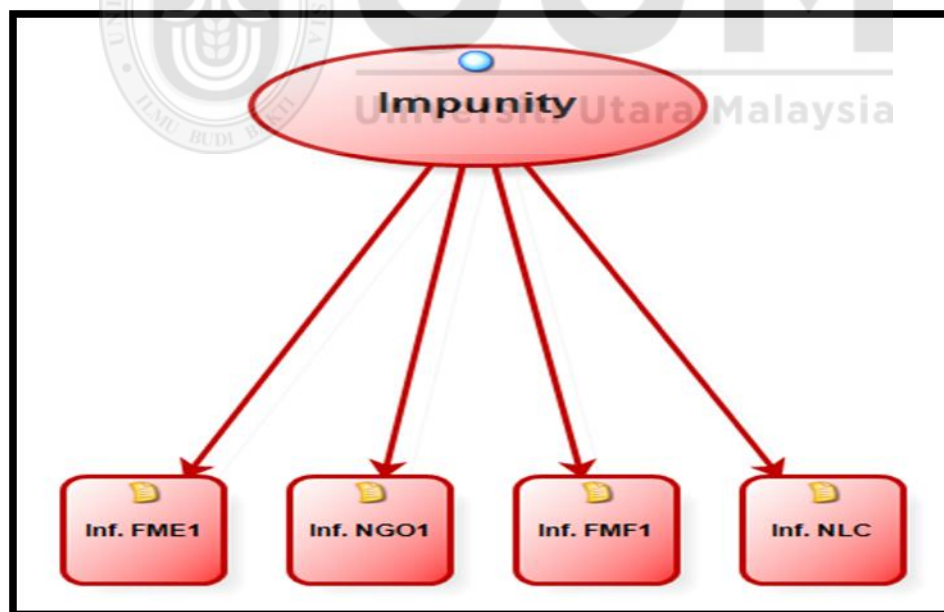


Figure 5.34 Sub sub-theme on impunity in civil service

5.3.3.2c Project and Policy Discontinuities

Another reason for the disrespect to the rule of law and procedural matters by the civil servant was sometimes due to unsustainability of project and policy. In relation to this, while explaining some of the likely reasons for this practice Igbuzor (2017) enumerated that, there is no procedure or instrument for purifying policy ideas in Nigeria. So, there is high probability of discontinuity because, policy proposals most times not evidence based because ideas in the policy agenda are based on the private interest behind them. The consequence is that the policy ideas are not calculated and execution do not give the anticipated result leading to wastage of resources due to duplication and failed programs and projects.

This claimed was also expressed by some of the informants interviewed. For instance, Informant FME2 described the situation thus:

Lack of continuity of policies and programmes are the challenges affecting/confronting effective service delivery process as far as Nigeria civil service is concern. The service delivery reform made so far witnessed lack of continuity of programme and as a result, things are not working as expected. Lack of continuity of policy reiterated that (Inf. FME2).

Establishing his perception, Informant FMF2 also buttressed the point saying, “our problem as a country is lack of continuity of policies and programmes”. Similarly, Informant HSF1 noted that, “Lack of continuity of the previous reforms embarked upon by the predecessor, and inconsistency in the reform implementation in Nigeria”. In the same vein, Informant FME1 gave a justification for the attitude saying, “lack of continuity of project happens as a

result of frequent change of government which eventually leads to abandoned project. In consonant with other informants, the inconsistent policy change has been attributed by Informant NGO1 to the policy makers themselves saying, “lack of continuity of policies and programmes, bias mind of the policy makers, and bureaucracy. The position was maintained by Informant NGO2 who concluded that, “Frequent changes of government’ is the reason”.

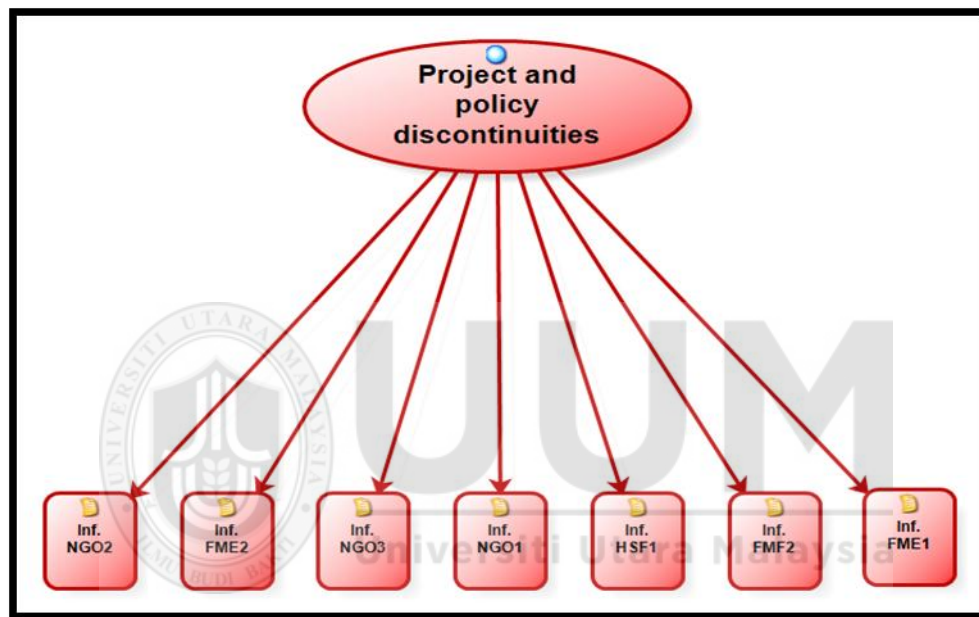


Figure 5.35 Perceptions on project and policy discontinuities

5.3.3.2d Unions’ Agitation

The outcome of democratization in the country is the rising culture of resistance and anxiety borne out of the citizens’ enhanced access to civic as well as political education. The people have become more aware of their responsibility than it was formerly the case in Nigeria. In line with the review, it was explicitly stated that for government to react to the issue of implementation of service delivery reform, the citizens who are direct beneficiary of this programme must

demand for quality service. Also, the civil servants are themselves not resistant to all these influences, and have thus become more informed on their rights and on how the civil service ought to function in a democracy. This change provides a real platform for the expected all-inclusive reforms which the new administration would do well to embark upon (Magbadelo, 2016).

In line with scholars' perspectives, informants interviewed expressed their views on the involvement of unions on policy implementation. For instance, informant HSF3 reiterated that, "another thing that hinder the implementation is the way union and NGO react to policy matters. They approach it without considering the reasons behind the policy, without considering the benefits". Corroborating this line of views was Informant FME1 who explained that, "on the way that some of the unions handle government matters and policy issues in hard way, in manner as if it war. All these sometimes create problem for policy implementation".

Based on these perceptions, Informant FME4 advised that, "When it comes to union matters I think there is a need for retrain because most times they disregard rules and regulation in the course of fighting for their members". In what appear to be a reaction to these allegation, informant NGO2 explained that, "Frequent changes of government, the reaction of the organized civic society, and the activities of the Nigeria labour congress".

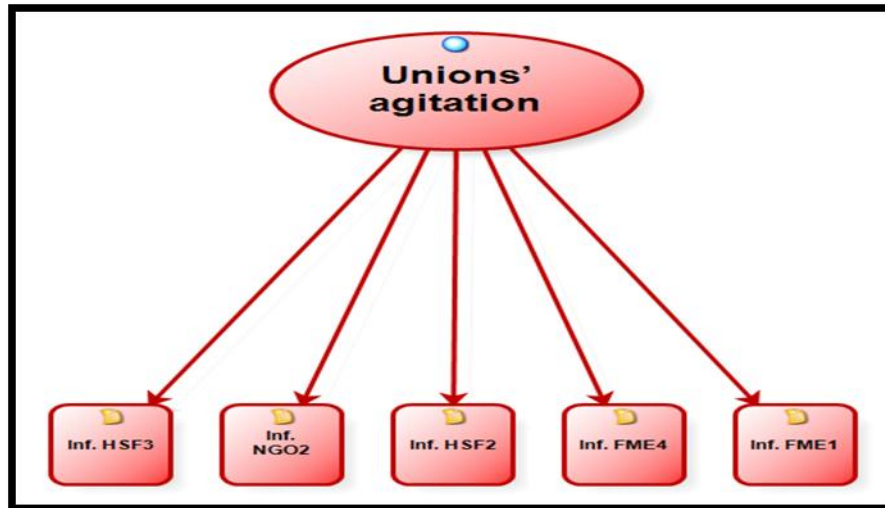


Figure 5.36 Opinions on unions' agitation

5.3.4 Theme Four: Solutions to Challenges of Service Delivery Reform

As it is, the Nigerian Civil Service has experienced structural as well as operational reforms prior to and after independence, however, there is no outstanding progress in the quality of service provided to the people. Presently, there is still weak nationwide awareness owing to previous introduction of the regionalization policies that gingered sectionalism and ethnicity in the rank and file of civil servants in the service. Therefore, the resultant effect was accompany with diversity of classes and grades which prompted over bloating of the number of civil servants yielding to high re-current expenditure to the menace of infrastructural development (Murana, Olayinka & Omotayo, 2016).

The aspiration of reform is ensuring that Nigerian public service works efficiently and effectively for the people (Oronsaye, 2009). Buttressing this point, Ikelionwu (2011) highlighted that there have been no less than 10 major commission reports on the problems of the civil service in Nigerian. In view of this, the quality of the civil service was severely hampered by cultural,

structural, institutional and other management defects in that sense, there is a need for solutions on service delivery reform. In relation to this, the perceptions of the informants as discovered by this study therefore revealed and established the possible solutions to the challenges of civil service reform in Nigeria as shown in Figure 5.37.

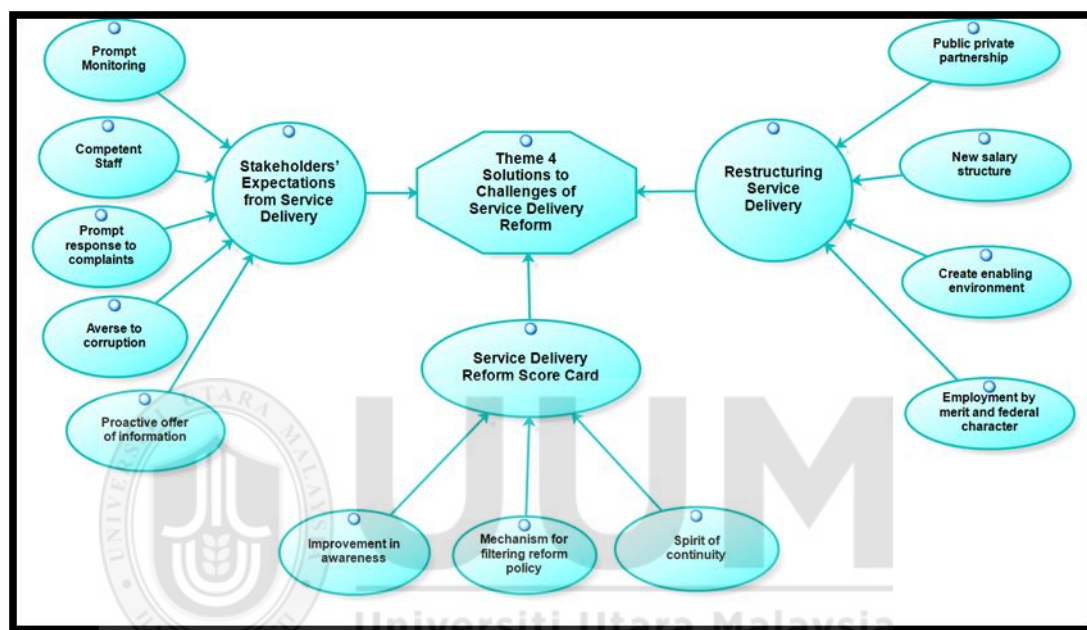


Figure 5.37 Emerged sub-themes and sub sub-themes from theme four solutions to challenges of service delivery reform.

5.3.4.1 Restructuring Service Delivery

In order to adequately ensure proper reform of civil service in Nigeria, there is need for realistic approach. According to Ikeliowu (2011), foremost of all, there is need for the government to create empowering conditions of service. This has to do with guaranteeing acceptable salary in addition to other economic motivations. If this is accordingly and faithfully executed, civil servants will be discouraged from using unscrupulous means to survive and from clients and the public in general.

Meanwhile, establishing the nexus of solutions in relation to restructuring, the emerged response shows that solutions can be derived by creating enabling environment, through employment by merit and federal character, when new salary structure is implemented, and if adequate public private partnership is ensured. The Figure 5.38 presents the outcome of the findings.

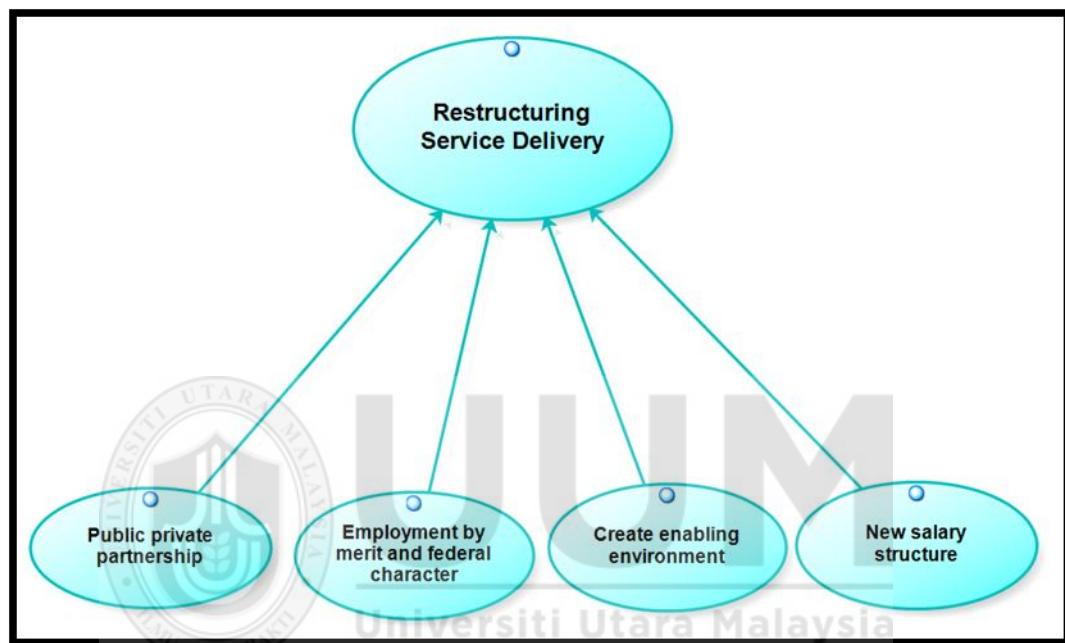


Figure 5.38 Emerged issues on restructuring service delivery

5.3.4.1a Create Enabling Environment

As part of the solution in the area of structuring reform of civil service in Nigeria, the need to create an enabling environment for workers and their operations have been emphasized. Most of the informant across various ministry and agencies agreed that doing this will go a long way in making the reform a success. According to informant FME1 for instance, the solution can come if, “the government look into and create enabling environment for people to invest both domestic and foreign investors”. In the same light, informant NLC

succinctly put it thus, “the right infrastructure and good environment must be provided’.

However, looking at it from another perspective, Informant HSF3 acknowledged the problem and therefore suggested the way out thus, “people should be allowed to further their education that is growth and advancement while on the job, a lot of sensitization need to be done, and E government is required. However, the perception of the informant HSF3 is in consonance with the position of Achimugu, Chukwurah and Ochala (2013) that ICT is a tool for reforming public service. Also, it can be reengineered and reinvented via IT to serve the society better. In addition to this and consistent with these concerns, informant SU2 emphasized that, “staffs are not being motivated to do their job because they was no commitment on the part of government to their welfare. So, there is need for government to look into that considering the prevailing economic situation of Nigeria”. Another interviewee who is Informant FME3 echoes the words that, “one of the way by which reform of service delivery can achieved its objectives is through awareness campaign, let the people know their role they are to play”.

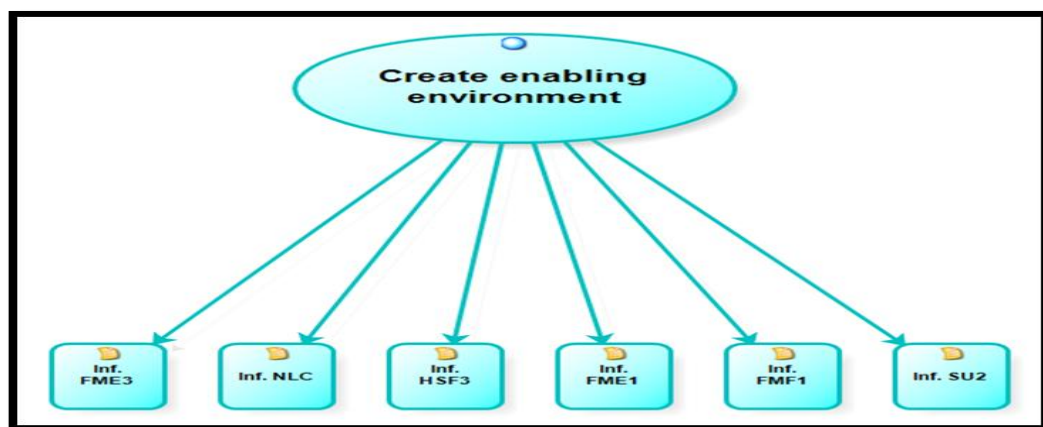


Figure 5.39 Informants perceptions on the impact of enabling environment

5.3.4.1b Employment by Merit and Federal Character

In order for the reform of civil service to be successful, the policy of federal character and sound appointment principles need to be ensured. According to Igbuzor (2017) to address these weaknesses, to find solution to this challenge, there is the need to build capacity as well as implement change programmes in human resource management. If these procedures are enhanced with due procedure, expertise, proper guideline and the problem will be constricted.

In the same manner, the informants put across their perspectives on how federal character can be a success. Though, the problem persists in many ministry and agencies, however, informant emphasized the appropriateness of this principle in some government ministry. For instance, Informant FME3 noted thus, “Am speaking for ministry of education, staff placement is done based on the field of discipline”. Meanwhile, Informant FME2 reacted saying, “service delivery can be improved, if professional is placed on the job based on their field of discipline”. Consistent with these concerns, informant HSF3 enumerated that:

Perception on the issue of service delivery reform, there is need for government to recruit the right personnel to carry out the job and at the same time, fund should be made available to the appropriate authority to administer their functions effectively (Inf. HSF3).

Corroborating this line of views was Informant NGO1 who explained that, “Service delivery in Nigeria can be improved if government intensify their effort, increase fund, and the right calibre of personnel should be put at the right place”.

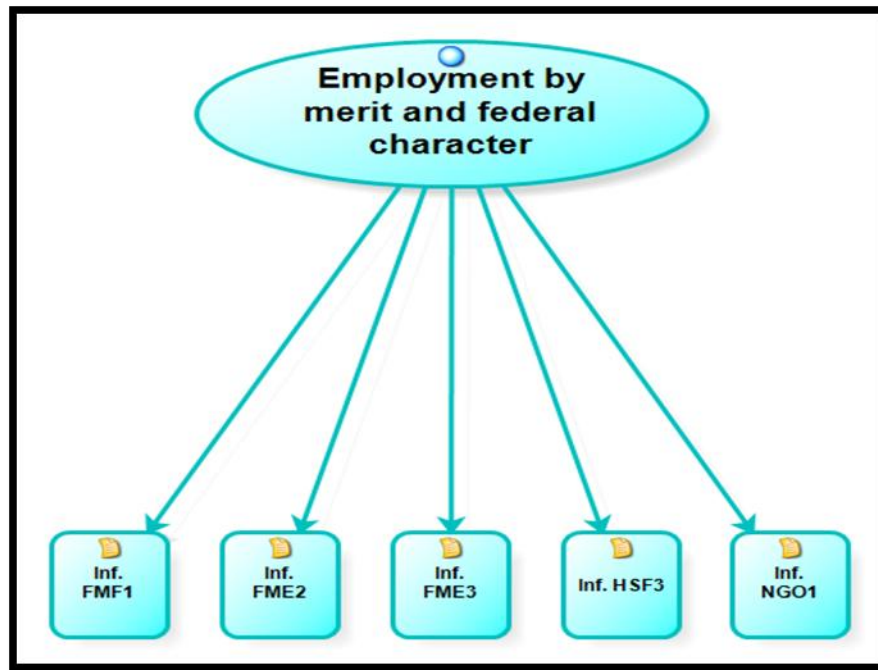


Figure 5.40 Federal character and sound appointment principles

5.3.4.1c New Salary Structure

Bureau of Public Service Reforms (2005) it is a strategic and systematic intercession meant for producing an essential change concerning innovation, and attitudinal reorientation in terms of values and service delivery. Meanwhile, the underlining reason for reform in the civil service is the quest to bring about improvement in both the processes and quality of service delivery. Therefore, any effort directed at service improvement whether in terms of reequipping, retooling, provision of requisite infrastructure without strong consideration for staff salary increment from time to time will be difficult.

In relation to this, findings from this studies' interview also showed that attention to workers' salary is important. For instance, Informant FME1 sounded that, "there should be adequate funding, and standard to be followed by every

government that comes into power”. Elaborating on this observation, Informant SU2 copiously said:

Service delivery to the people can be improved only if the people delivering this service are well motivated, meaning that their welfare needs to be enhanced. Take a look at the salary of the civil servants and compare with the inflation there is nothing to write home about if we are to face the reality (Inf. SU2).

Another Informant, who was coded as Informant FME3 echoed similar concerns but specifically noting that, “there should be increase in minimum wage/workers salary, this in turn will enhance the efficiency and the productivity of the organization”. Raising the same concern, informant FME2 concluded that, “perception about service provision is that, government should be more committed to her policies especially it has to do with the funding”.

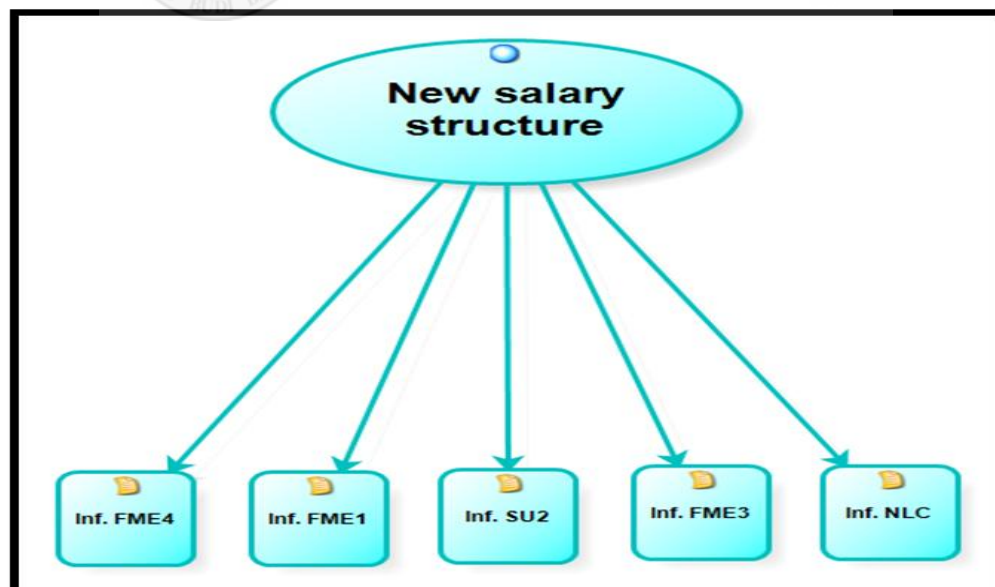


Figure 5.41 Perceptions on the need for new salary structure for workers

5.3.4.1d Public Private Partnership

In view of the lackadaisical attitudes of most Nigeria workers when it comes to government properties and services provision, findings from this study NVivo analysis showed that there is a need for government to bring in private sector in the running of some of the agencies and service providers. Based on the perceptions of the informants, the introduction of public private partnership can bring about the desired reform and improvement in the civil service. For instance, informant TUC suggested a new direction in the operation of civil service thus, “I will suggest that the idea of joint operation of the private and public be adopted for effectiveness public service”. Raising the same concern, Informant NLC justified the call for partnership for this reasons, “Going by the series of reforms that have been introduced and the level of success recorded it is imperative to adopt the private services strategies. How come the private organizations are succeeding and public are not”.

Corroborating this line of views was Informant NGO2 who explained that, “There is a need for the involvement of the private partnership in order for maximum service delivery. This is necessary because of the uncomplimentary behaviours of most workers”. In what appear to be a reiteration of what the earlier source has said, Informant FME1 emphasized that, “it can be improved but it is not proper for government to do it alone, involving public private partnership (ppp) will go a long way reducing the burden on government spending”.

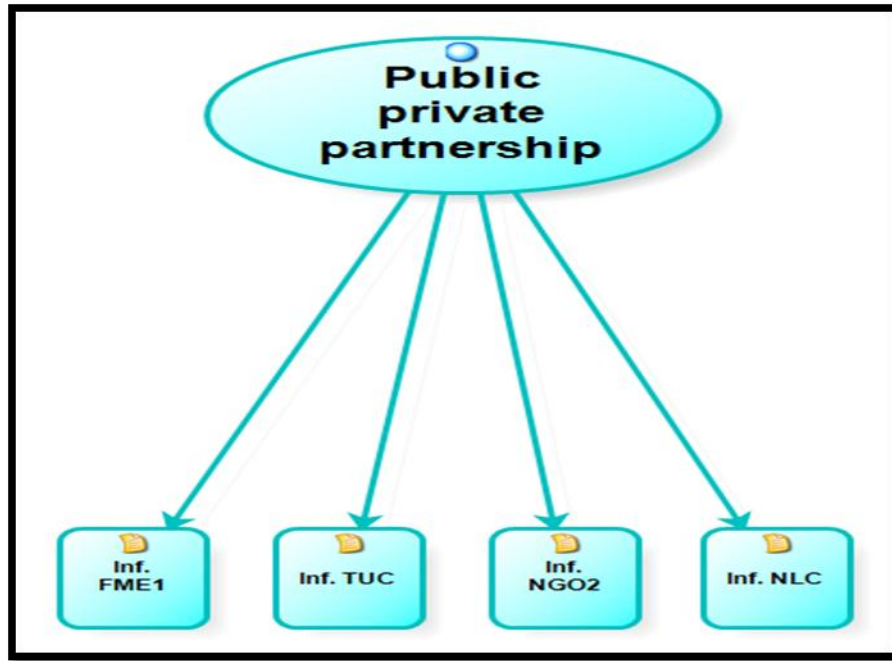


Figure 5.42. Public private partnership need for Service Delivery

5.3.4.2 Service Delivery Reform Score Card

Civil service is a key apparatus in the execution of government policies towards achieving inclusive national development goals, this possibly informs Nigeria government to embark on series of reforms of the service (Murana, Olayinka & Omotayo, 2016). In view of this, it becomes expedient to evaluate the series of the reforms that have been introduced by the government. Therefore, this study examines the Nigerian Civil Service Reforms with a view to knowing its impacts on effective service delivery. In line with these goals, related sub sub-themes that emerged from the findings as shown in Figure 5.43 indicates the scorecards of the reforms.

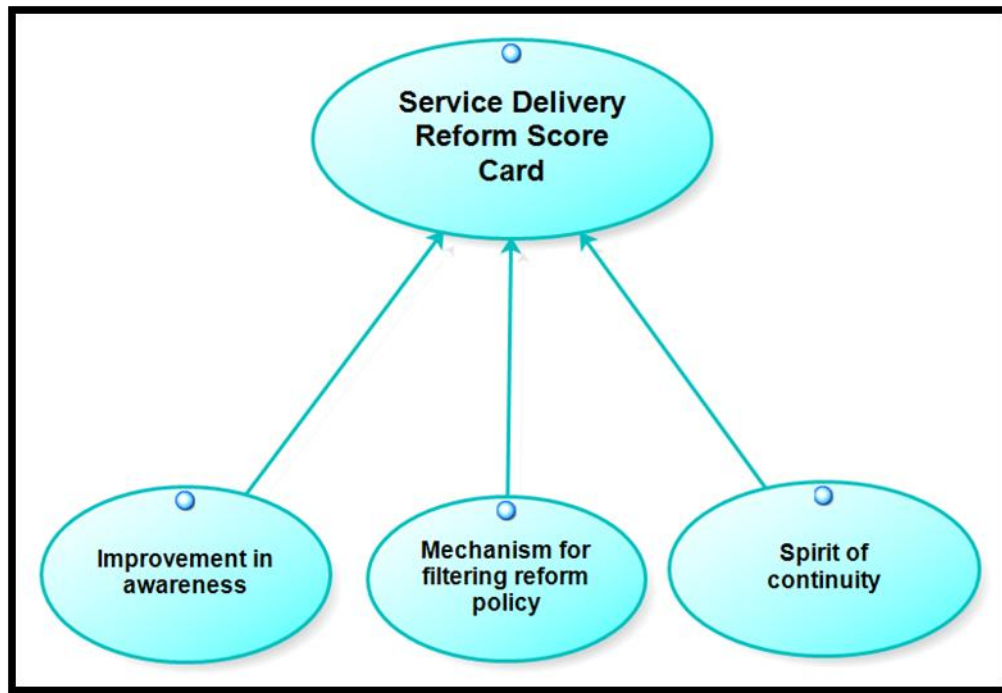


Figure 5.43 Emerged sub-theme and sub sub-themes as solution

5.3.4.2a Improvement in Awareness

The reform in the civil service in Nigeria has brought about a measurable improvement in the management of informant and awareness among all stakeholders. Though, some Nigerians still of the opinion that the awareness is not significant. However, according to Ikelionwu (2011) the reform has assisted in providing information for decision making as well as adequate awareness about the reform. This perception was also established by the informants. For instance, informant FME3 described the improvement thus:

Permit me to speak for ministry of education, we are trying because our job is to react when there are complains emanating from customers/ staffs. Again, I have come to discover that, the average Nigeria is becoming aware of the need to perform his

daily routine work. If am to be asked the journey so far we are 70% its means, we are on the process (Inf. FME3).

Contrary to this perspective, one of the non-governmental organization in Nigeria, Informant NGO2 briefly debunk the claim, saying there is need for improvement in the reform as regards awareness thus:

There is a need to sensitize people and in doing this we involve relevant government agencies for teamwork. Awareness of the right to demand for service in case, if there is a failure in service provision, and heads of MDAs must have complied with SERVICOM charter to enhance service delivery (Inf. NGO2).

Corroborating this line of views was the union protecting the interest of all Nigerians workers, Informant NLC, who explained that, “more awareness campaign is required. Awareness campaign through radio, television, newspapers, magazines, pamphlets, and so on is required”. In relation to all that have been said, Informant HSF3 reiterated that, “public awareness, and even in some ministry within the MDAs they are struggling to accept this policy”. Therefore, to achieve this. Informant FME4 disclosed that, “Service delivery in Nigeria, needs more radical reform”.

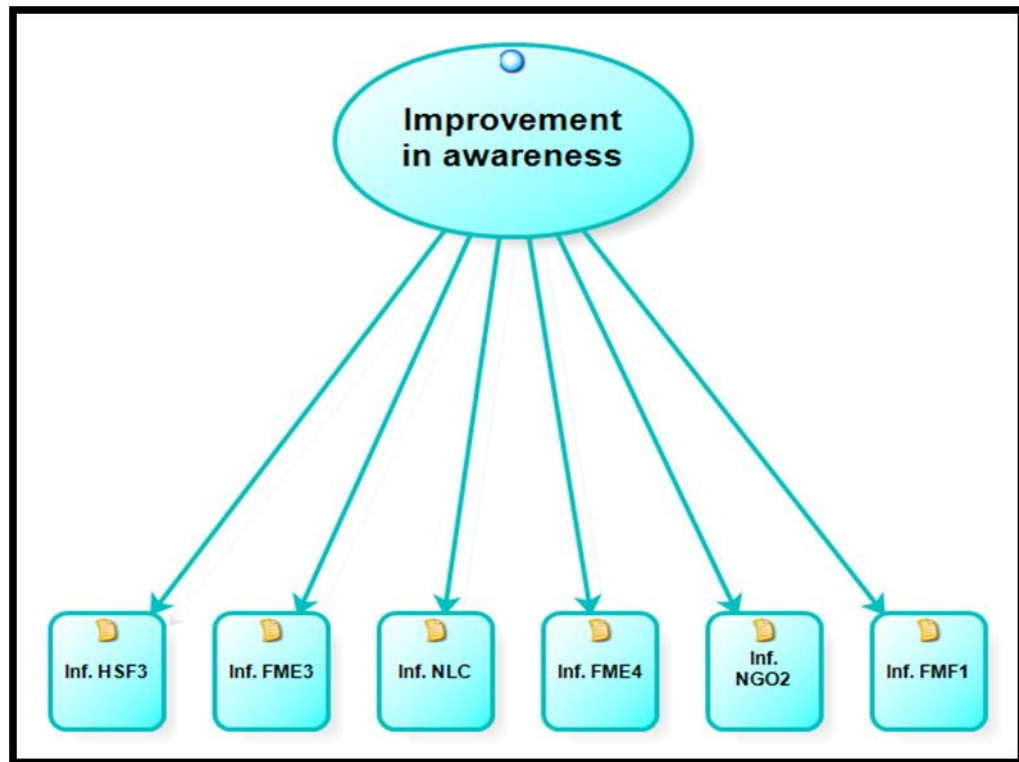


Figure 5.44 Perceptions on awareness improvement

5.3.4.2b Mechanism for Filtering Reform Policy

The proficiency and success of the public service of any country is reliant on the quality of its employees. For that reason, as part of the effort to in still a new culture of ethics and boosted service delivery in the federal civil service, all federal permanent secretaries as well as directorate cadre staff were led by the head of the civil service of the federation, to re-commit themselves to the functionality of the public service (Ikeliowu, 2011). This view was also shared by the stakeholders interviewed. According to Informant FME3, the need to institute reform policy is important thus:

Based on the fact that, no organization is perfect it then implies that, there is need for more reform in the civil service and reform its self is a continual process because the goal of the

government by 2020 is to attain a world class standard. Therefore, there is room for improvement. What we do from time to time is to carryout evaluation report on this agencies ie. There is what we call service window which has to do with interface with the public. Agencies such as port authority, railway, NITEL and so on we interview their staffs to find out if really they are doing their job (Inf. FME3).

Corroborating this line of views was Informant HSF1 succinctly explained that, “there is need for more radical reform of civil service”. In what appear to be a reiteration of what the earlier informants have said, Informant FME2 emphasized that:

Looking at the agencies performing same or similar function, if government is sincere some of these agencies has to be scraped or merged as the case may be, with this, it creates rooms for better service provision because some this people will be empowered with a specific skill but government did not make provision for the employees that were laid off (Inf. FME2).

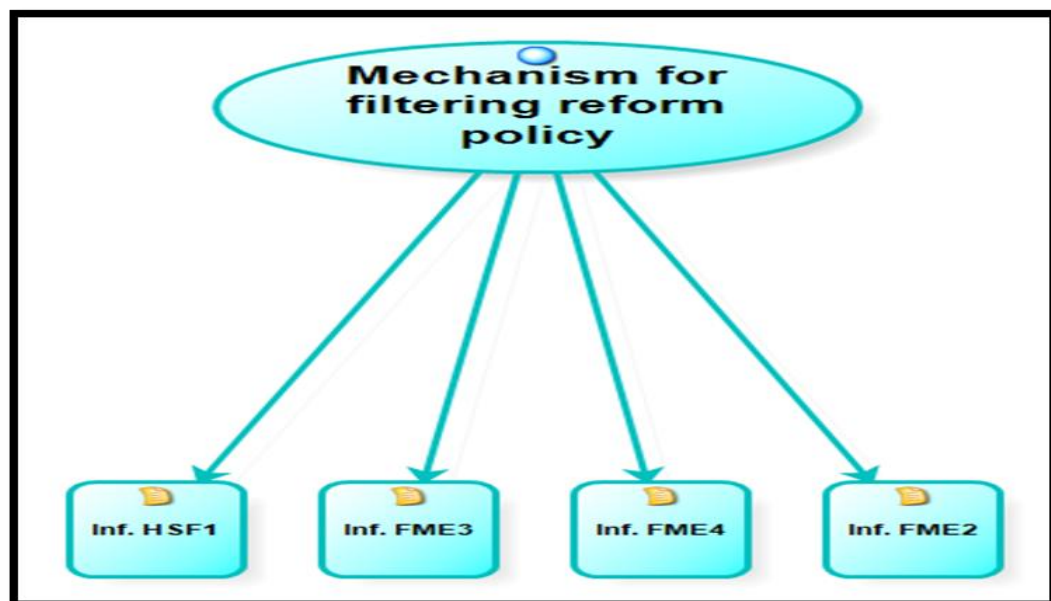


Figure 5.45 Mechanism for Filtering Reform Policy as a solution

5.3.4.2c Spirit of Continuity

One of the challenges of the civil service reform policy of the government is the absence of link and continuity of policy implementation from one government to the other. According to SU1, “Service delivery can be improved if only there is continuity in our policies and programmes. Again, government should be fully committed and made fund available for the exercise”. Consistent with these concerns, Informant FME1 copiously described the situation thus:

The preceding government should be able to imbibe the spirit of continuity and once that is done it will pay way for speedy and rapid development. The moment we have a good plan and that every government that comes into power is being mandated to follow to the later or invariably continuity of projects then, things will be better (Inf. FME1).

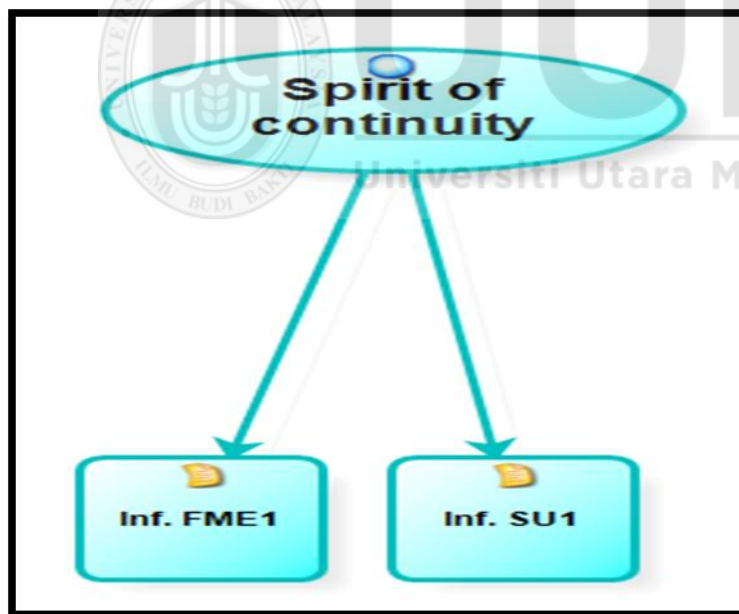


Figure 5.46 Continuity of policy implementation

5.3.4.3 Stakeholders' Expectations from Civil Service Delivery

As at 1960, when Nigerian got her independence, the nationals that fronted the move and took over the administrative leadership, the expectation of the public

on service delivery of the civil service was high but no effort was made by the policy makers to reconstitute the Civil Service to suit the developmental needs (Anazodo, Okoye, & Chukwuemeka, 2012). On the contrary, the Nigeria administrators who took over the mantle of leadership in the Civil Service use the colonial approach of wealth accumulation for self-glorification and self-superiority at the expense of citizen needs. This heightened the appalling performance of the Civil Service and as a result the under development of the country. In view of this, the desire for reforms in the Nigeria Civil Service as the solution. Therefore, as part of attempt to find answers to these challenges, this study's interviews revealed the following sub sub-themes as shown in Figure 5.47 among which are Averse to Corruption, Competent Staff, Proactive Information, Prompt Response to Complaints, Prompt Monitoring.

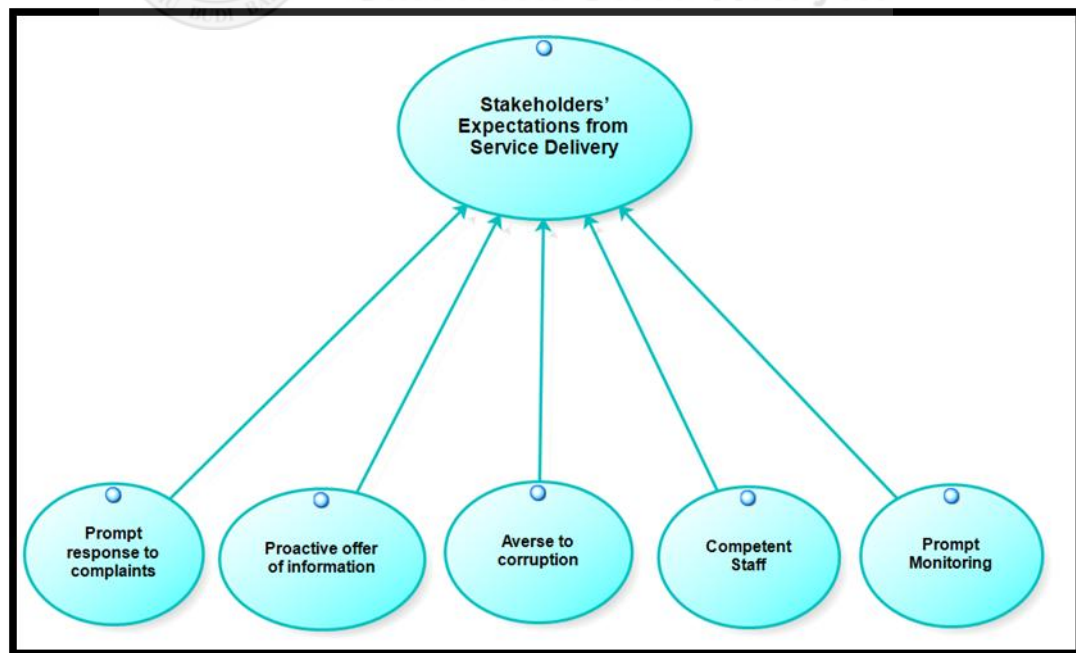


Figure 5.47 The emerged stakeholders' expectations from civil service delivery

5.3.4.3a Averse to Corruption

Because corruption has been one of the most impediment to the successful implementation of civil service reform in Nigeria, most of the informants have concluded that except corruption is checked among the administrators, there can be a way out. For instance, informant NGO2 noted that, “The moment we make efforts in stopping corruption being perpetuated by the administrators the better the civil service reform in Nigeria”. Acknowledging this view, informant NGO1 emphasized that, “One of the main solutions for a successful reform is to prevent corruption which is rife among civil servants”. Expressing the same perception, Informant NLC reiterated that, “The reform of civil service would have been a success but for high level corruption among civil servants. Most divert the resources meant for the implementation of the reform”.

Looking at it from another perspective, Informant SU2 recognized the improvement that have taken place since the introduction of the new reform thus, “Though corruption has been a major problem in the growth of Nigeria of which civil service is not an exception, but there is an improvement now with the government in place”. Corroborating this line of views was Informant TUC who explained that, “Corruption has been a problem but the reform is succeeding now in this area”.

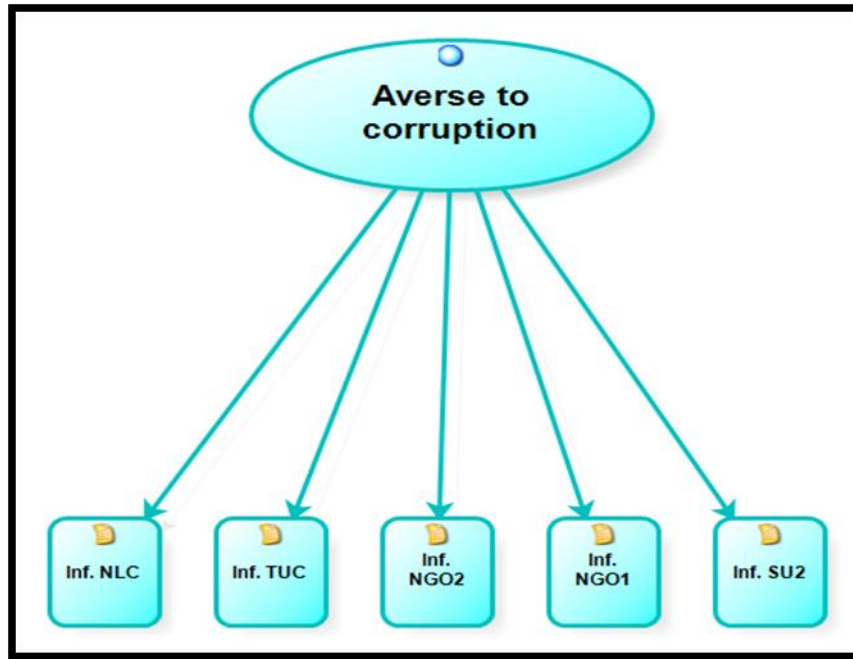


Figure 5.48 Stoppage of corruption as solutions for a successful reform

5.3.4.3b Competent Staff

Another area where there was a call for improvement in the public civil service in Nigeria is in the area of competent staff recruitment. Most of the complain about delivery of services was bothered on the capability of staff. On this reason, informant NLC aptly called for the training and retraining of staff as well as before employment, “training and retraining of workers”. Elaborating on this further, informant FME1 echoed thus:

Based on my own perception, it is a good thing for one to be a professional because if you are not a professional in the field you cannot perform effectively, take a look at a building engineer for instance, if you are not a building engineer you can work in terms of bridge construction.

Describing how this can bring solution, Informant HSF2 explained that, “Service delivery reform help civil servants to be responsible and deliver services in an orderly manner”.

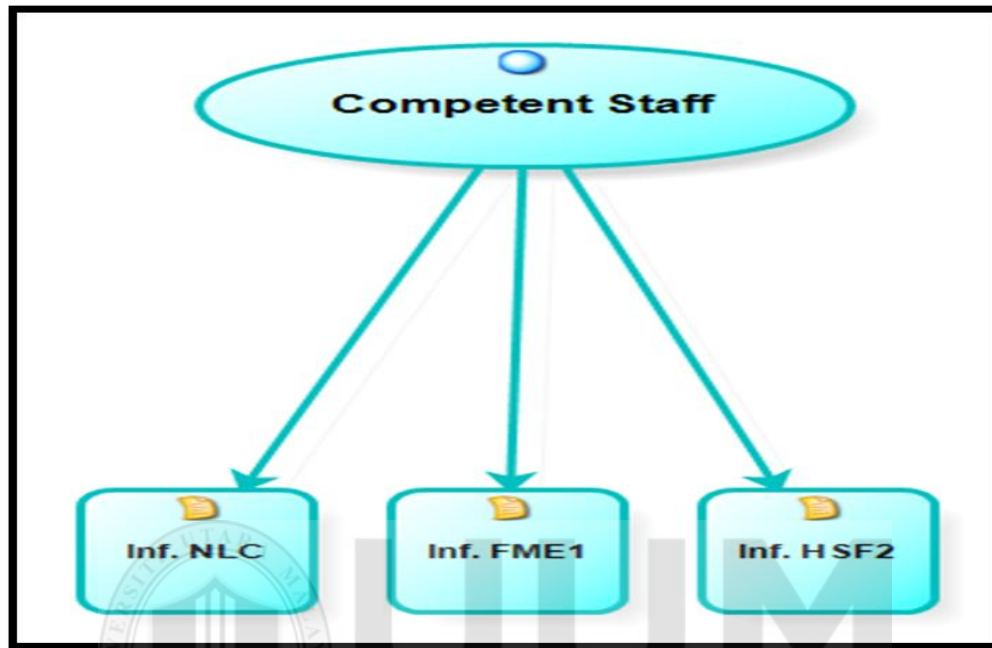


Figure 5.49 Improvement in the public civil service requires competent staff

5.3.4.3c Proactive Information

The major responsibility of civil service delivery is satisfying the public through prompt and useful information, however, since the reform, the situation remained the same. On many occasions lack of adequate information limit understanding and performance of subordinate staff in the carrying out of their duties. In line with this, informants NGO3 advised that, “Service delivery to the people can be improved, if government is proactive in some of her decisions”. Corroborating this line of views was Informant HSF1 who explained that:

The first thing to do, is personal reformation, the need for average Nigerians to know that, it is a privilege to be in a

public office and not a right. Until we have a system whereby we police the police if not, you are not save in the hands of a police. Public opinion would have helped but ignorance. So, they keep quite over the actions and inactions of government and they concluded that, it is normal (Inf. HSF1).

One Informant who offered a statement that was representative of scholars' perspective was Informant HSF3 saying:

They should be service compliance, meaning that our information should be on data base, so that, the whole world can access when the need arises. Public opinion would have been the best option if only they react on time for most of the policies of government before reaching the final stage of implementation (Inf. HSF3).

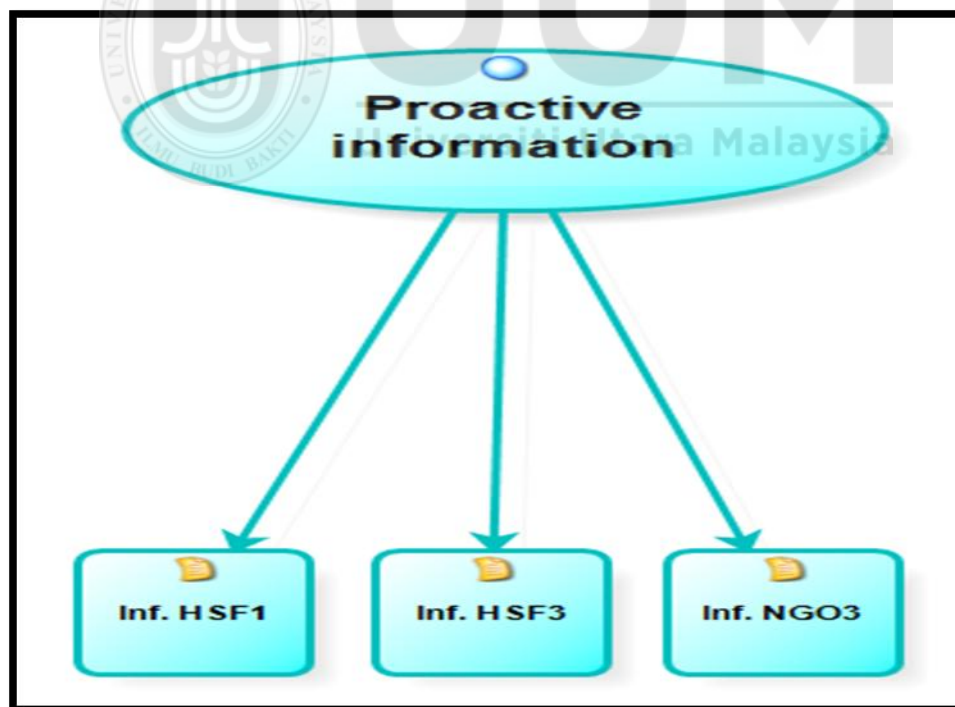


Figure 5.50 Satisfying the public through prompt and useful information

5.3.4.3d Prompt Response to Complaints

The present state of activities in the Civil Service seems that the variables accountable for poor perceptions and image in the Nigerian Civil Service have not been dealt with and so the problem still lingers. One of such variable as identified by scholars (Anazodo, Okoye, &Chukwuemeka, 2012) is the delayed and refusal to always to respond to complaints and grievances of the populace. It is in view of this that the researcher tries to examine the extent they were able to solve problems of inefficiency and ineffectiveness regarding peoples complains. According to informant FME4, “civil servants must render services to the satisfaction of the masses at the right time that is the charter itself. Reasons for service delivery, is for provision of enhanced services to the customers”.

Another Informant, who was coded as Informant SU1 echoed similar concerns noting that, “The Nigeria civil service need to improve on their customer’s relationship as it has to do with service provision”. To achieve this, informant HSF1 reiterated that, “Service delivery to the people can be improve, if government is proactive” while defending the government, informant FME2 disclosed that, “the government is committed to see that the service so provided must meet up with the peoples’ expectation”.

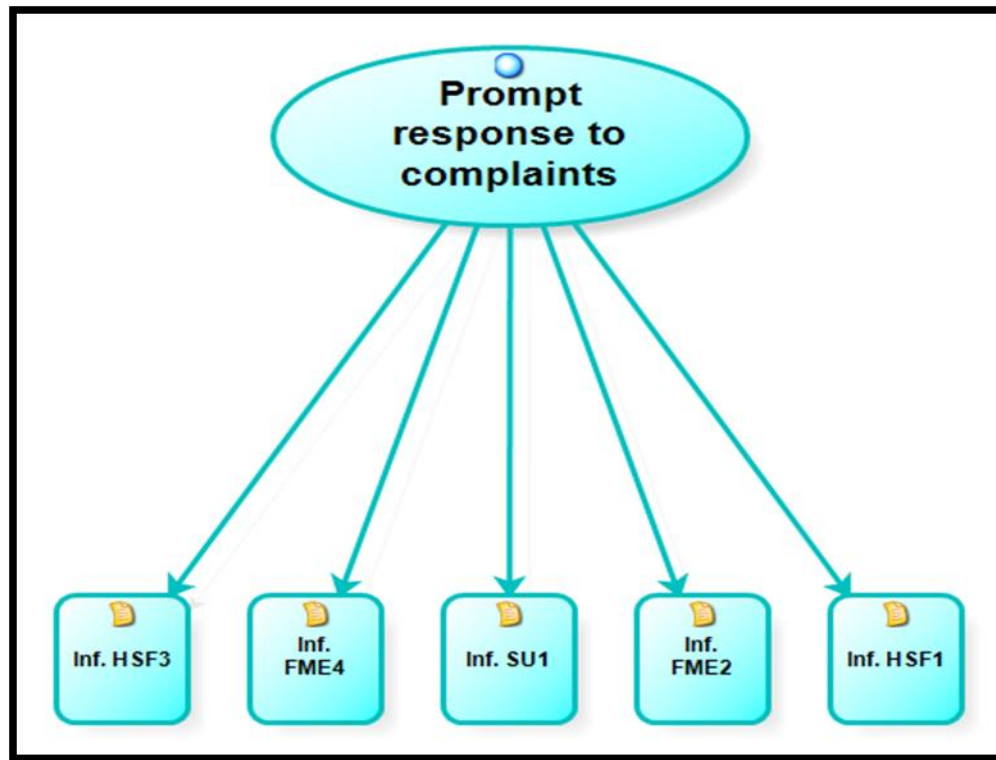


Figure 5.51 Perceptions on need for prompt response to complaints

5.3.4.3e Prompt Monitoring

Going by the afore-mentioned problems in the Nigeria civil service, numerous reforms have been initiated by different regimes of military and civilian administrations that come into power in Nigeria to ensure proper accountability and better management, effective service delivery of public service. However, the main aim of the service is to raise the quality of services delivered to the population, support social and economic development and enhance the capacity to carry out policy formulation, core government functions-revenue generation, personnel management and financial management, etc. To achieve the above, Nigeria had embarked on many post-independence civil service reforms. However, in spite of these numerous reforms, the problem in the civil service still linger.

Therefore, the perceptions of the informants proffered suggested monitoring of activities of the operators of this reforms in order to achieve success. According to informant FME2, “So far, there is need for government to set up a monitoring team and make sure the policy is being implemented”. Corroborating this line of views was Informant HSF2 who explained that, “Servicom reform as far as this unit is concern is established in that, to regulate the activities of civil servants most especially as it has to do with delivery of functions in an organization”.

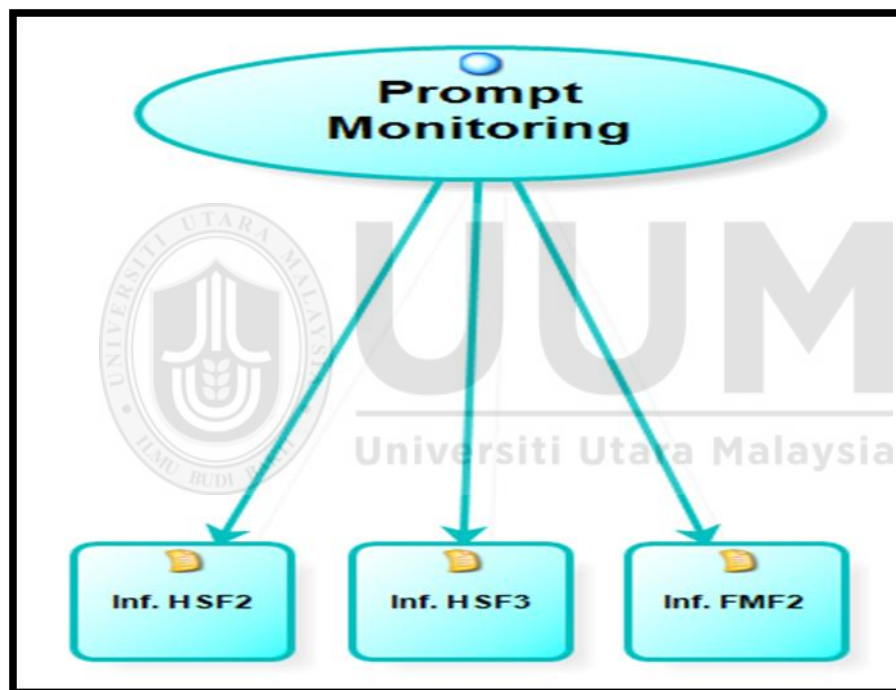


Figure 5.52 Prompt monitoring for effective service delivery and accountability of public service

5.3.5 Theme Five: Impacts of Reform on Civil Service Delivery

The attainment of good governance in any society depends on the effective and efficient provision of services for its citizens. Such service delivery is better performed by an arm of executive called civil service. Civil service is the

administrative bureaucracy of any country that is saddled with the responsibility of implementing and enforcing the policies and programmes of government. It therefore means that for policy objectives of the state to be achieved, the civil service must be alive to its responsibilities (Oyedele, 2015). Therefore, one need to understand that, civil service is a key instrument to the survival of any governmental setting and indeed national development. In a general sense, the civil service provides the semblance of government.

In view of this, the findings from this study discovered the indices of the impacts of reform on civil service as represented by two sub-themes; Gains of Service Delivery Reform and Regulations in Quality of Reform. Further findings based on the analysis through NVivo software also revealed five sub sub-themes among which are improved awareness, Sound recruitment policies, Spirit of continuity, Competency in delivery and Professionalism in services. The Figure 5.53 shows the dimensions.

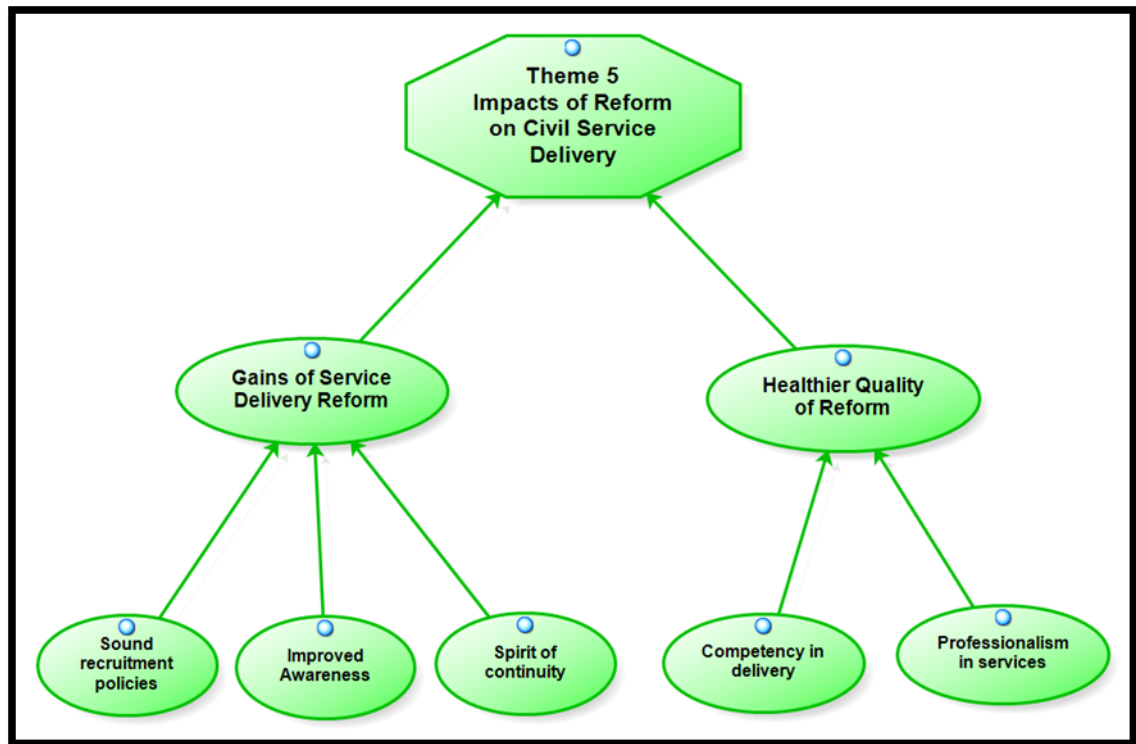


Figure 5.53 Emerged perceptions on impacts of reform on civil service delivery

5.3.5.1 Gains of Service Delivery Reform

Having identified the problems in the Nigerian Civil Service from independence till today and offered solutions on how to advance the service, what Nigeria desires now is to adopt a “new style management” having it in mid her social and economic environment. Again the implementation strategy and monitoring systems of the Civil Service are to be taken seriously so that the Nigerian Civil Service would be service-and-result-oriented geared towards the achievement of the nation’s socioeconomic development. Based on some of these reforms, this study’s findings highlighted some gains the reforms so far as explained in the sub sub-themes subsequently.

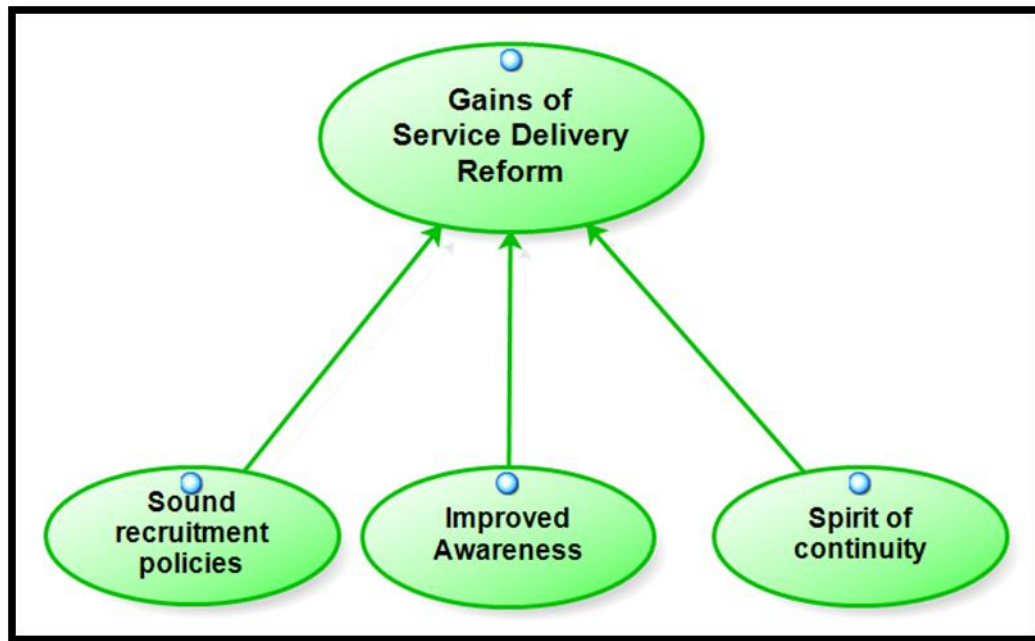


Figure 5.54 Emerged perceptions on gains of service delivery reform

5.3.5.1a Improved Awareness

One of the impact and improvement recorded based on the reform agenda in the civil service is across board. Most of the informants attested to this through their perceptions of the civil servant reform. For instance, Informant FME3 noted that, “the reform has brought awareness to the right way of service delivery. Because with this reform staff that are not aware of the need to deliver service promptly are now aware and they are doing it”. Similarly, Informant SU1 emphasized that, “Awareness about the policies of government and needs of the people is gaining ground”. In relation to all that have been said, Informant FME1 reiterated that, “One of the impact of reform in the civil service is the awareness level among people”.

In what appear to be a reiteration of what the earlier informants have said, Informant HSF1 emphasized that as a result of the reform agenda, “the

customers will be aware of their right to demand for service in case there is a failure the needs to complain and be serve as the case may be”.

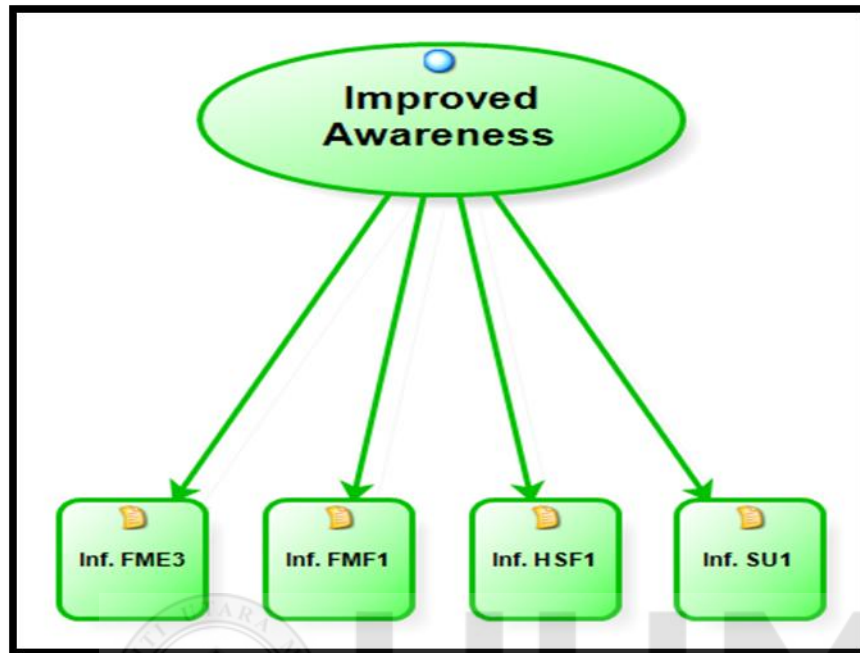


Figure 5.55 Impact and improvement on awareness based on the reform agenda

5.3.5.1b Sound Recruitment Policies/Human Resources Management

If the civil service is staffed with competent men and women there is high probability that the service delivery will be better. It is important for the recruitment process to supply the right people in the right numbers to the right places to meet the service needs of citizens. (Igbuzor, 2017). This claimed was also expressed by Informant SU1 who reiterated that, “to have good delivery service, the method of recruitment should be enhanced”. Another interviewee who is Informant FME3 echoed the words that, “With reform policies, the mode of recruitment has changed and better. Unlike before, the recruitment should be done properly and adequately”.

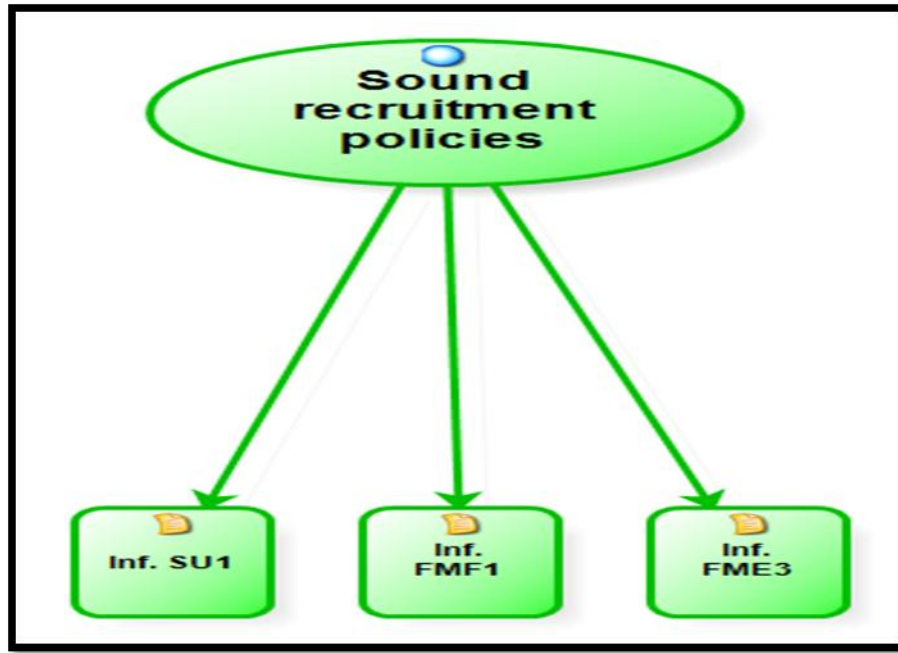


Figure 5.56 Sound recruitment policies for service delivery

5.3.5.1c Spirit of Continuity

The delivery service through the series of reforms in the civil service that have introduced, have not succeeded because there is no continuity. Rather than continuing with the existing reform policy, a new one is started. These anomalies were also observed by the informants but they however reiterated that with the new reform, things have improved. This perception was expressed by Informant SU1 who said, “The civil service reform of the government has improved the delivery service because of the consistency in the policy”. Corroborating this line of views was Informant FME3 who explained that, “Spirit of continuity is improving. It is important that when one administration leaves, whoever takes over should continue instead of abandoning”. Another Informant who was coded as Informant FMF1 echoed similar concerns but warning that, “There is a need for continuity of reform in the civil service”.

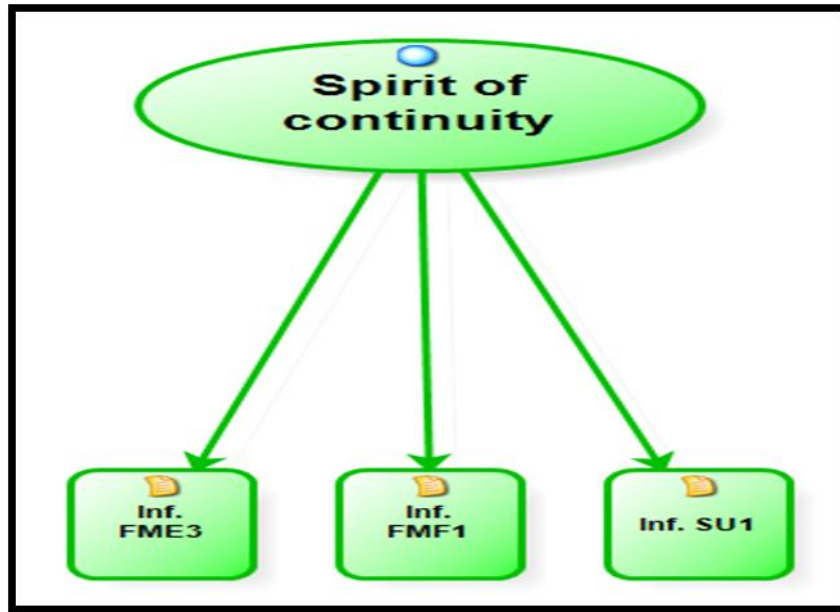


Figure 5.57 Perceptions on the improvement in Spirit of Continuity

5.3.5.2 Healthier Quality of Reform

According to Matankari (2009), the public wants enhancements in the ways in which governments serve citizens, that is, a public administration that delivers better services and extends their reach and coverage more efficiently and proficiently. People expect improvements in the ability of the public service to deliver more and better services at lower cost. Since the recent reform agenda, civil service has gained momentum and healthier delivery performance. Therefore, the evidence from this study's interviews showed varied perceptions on the explanations of the improved quality of reform of civil service. Their responses highlighted two specific ways through which the upgraded quality of service could be understood as shown in the NVivo 10 output Figure 5.58.



Figure 5.58 Emerged views on Healthier Quality of Reform in Nigeria

5.3.5.2a Competency in Delivery

Civil service reform in Nigeria is turning out new and improved service delivery. Presently, the level of the competency is improving. For instance, it is Public Servants who initiate development policies that are eventually funded by Government. Public Servants also supervise the implementation of development programmes (Matankari, 2009). Similar perception was expressed by informant. Scholar perception was confirmed by Informant FMF2 who described it thus:

To me, service delivery/SERVICOM facilitate the delivery of improved services to the people because, with service delivery public officials became aware of the need to deliver service on time and on the part of the beneficiary, right to demand for quality service in case there is a service failure (Inf. FMF2).

Therefore, elaborating on the level of competency being displayed in service delivery now, Informant FME3, noted that:

The civil service is an avenue for policy formulation and at the same time implementing the policy. Right from Obansajo till now there is a constant improvement. People are really benefiting but there is need for improvement. Based on my own perception things are working, take a look at our schools NECO, WAEC exams are ongoing that is for ministry of education (Inf. FME3).

Corroborating this line of views was Informant HSF3 who explained that the new improved civil service delivery.

So far, we are making progress but there is need for improvement. Yes, reform of service delivery is contributing in the sense that, before the introduction of SERVICOM reform, issues such as file were pending on the official's desk but since SERVICOM become into existence within 2-3 hours, files are treated and send to the appropriate office, especially if they heard that a SERVICOM officer was in their office for inspection. Although, there is still need for improvement (Inf. HSF3).

Expressing his perception in a similar manner, Informant NLC concluded that, “civil service as it is, has changed due to the introduction of SERVICOM, because almost all the MDAs is computerized unlike before, civil servants are carrying files from one ministries to another”.

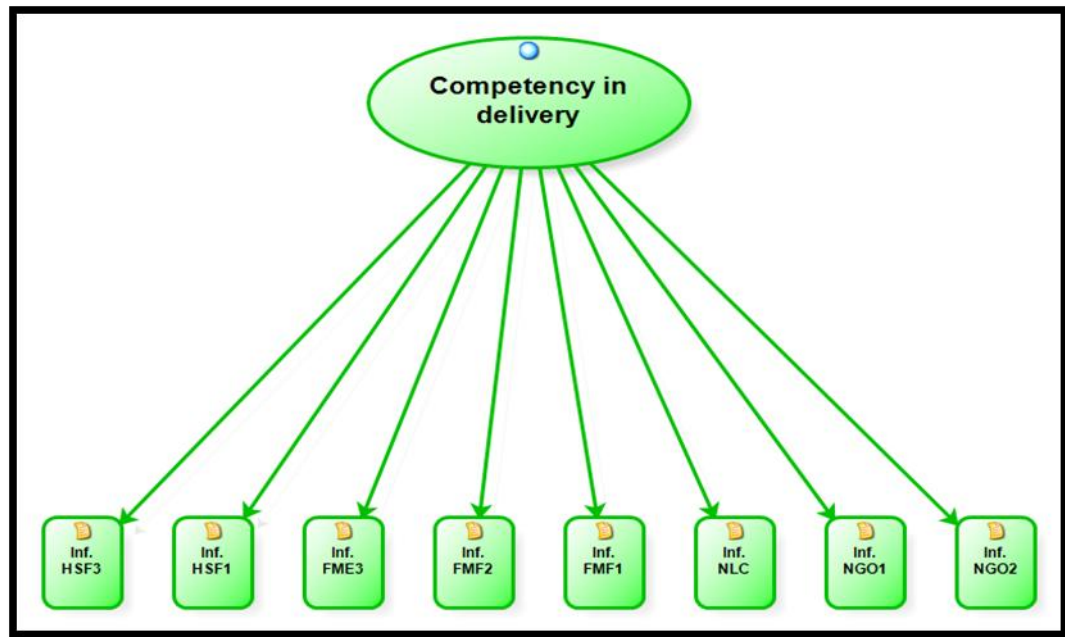


Figure 5.59 Improvement in the level of competency among civil servants

5.3.5.2b Professionalism in Services

Public service plays a vital role in delivering and distributing public services across a country. But historically, according to Igbuzor (2017) it has been difficult to measure public service quality. However, based on the in-depth interview with the critical stakeholders in the public service in Nigeria, the understanding of the impact and measurement of the reforms introduced was possible.

According to informant FME3 who explained the purpose of the reform, he said:

The programme was introduced in order for the people to feel the impact of government that is exactly what the policy stands for. Also, people are to be served promptly and in a timely manner. The reform initiatives is well equipped to carryout provision of improved service as mandated by the charter (Inf. FME3).

Similarly, while reiterating the values of professionalism in civil service reform in Nigeria, Informant NGO2 amply described the state of service delivery thus:

As an NGO in Nigeria, SERVICOM which is also known as service delivery its self has really help our organization, because in time past, if we request for assistance in processing some of our documents they use to demand for gratification before such services are render but since the advent of SERVICOM, the need for them to process some of this documents without demanding for any penny has set in via SERVICOM. In a nut shell, they is awareness of the need to provide prompt services to the people. The current state of service delivery, if I may rate it is 55% because the people, government, and the NGO has a role to play to assist in improving the service (Inf. NGO2).

Buttressing this claim, Informant NLC concluded that, “today, all the information’s are kept in a computer. Transforming from analogue to digital this is part of the service delivery we are talking about”. One Informant who offered a succinct statement that summarized the level of professionalism in service delivery now was Informant FME1 who said, “my perception about the service provision is good but it is not in its best”.

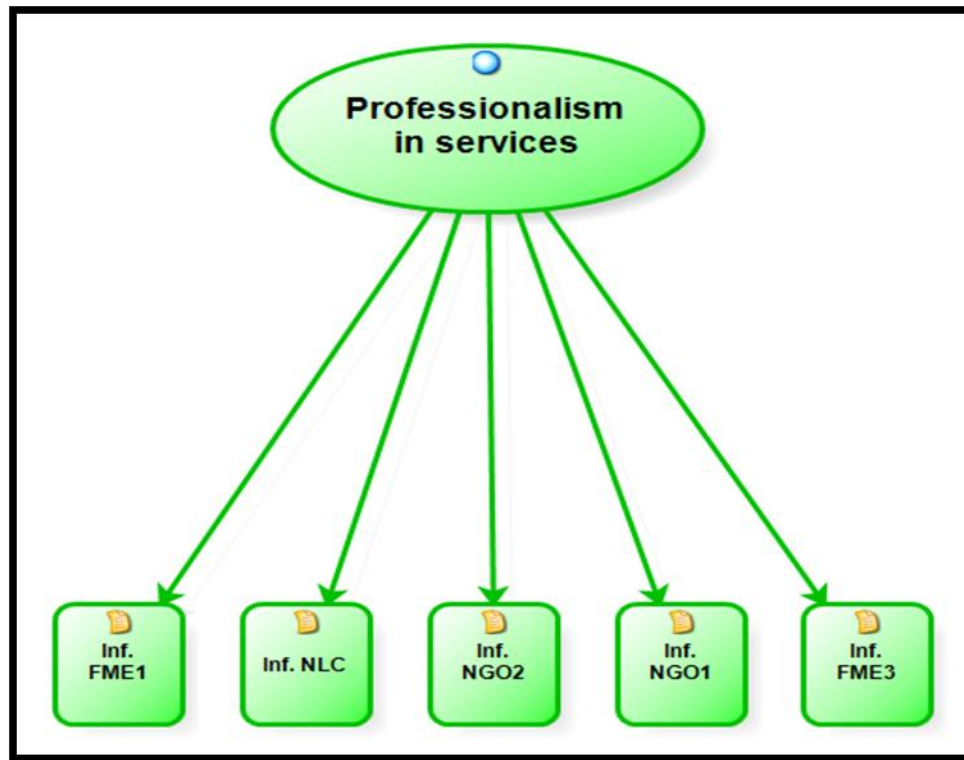


Figure 5.60 Enhancement in professionalism in Services delivery

The interviews with the informants whose perceptions formed the bases for this analysis was carried out using thematic analysis through NVivo 10 software. The analysis turned out five themes, 12 sub-themes and several sub-sub themes that described, explained and disclosed the dimensions of civil service reform. Therefore, through the perceptions of the Informants, the study discovered the Context for Service Delivery Reform, Challenges of Reform for Service Delivery, Failure of Reform in Service Delivery, Solutions to Challenges of Service Delivery Reform as well as the Impacts of Reform on Civil Service Delivery.

5.4 FOCUS GROUP DISCUSSION

5.5 Participants and Procedures

It has been noted that Focus group discussion combined with in-depth interviews is the most commonly used tool to gain insight into people's experiences, belief, attitudes and feelings that underlie their behaviour (Rabiee, 2004; Stewart, Shamdasani, & Rook, 2007). Therefore, in order to achieve the objective of the study, focus groups one comprising of six participants, however, group two has five participants while the third group had six participants' totaling seventeen (17) participants for the three groups were selected. Participants selected were the staffs on grade level 04-06 of the selected ministries and they were purposely selected based on the role they play in relation to government policies.

Again, if those officers at the directorate cadre, Grade level 12 and above are bias in the information they tend to provide this groups will make sure the right information are provided because the policies of government do affect them from time to time and by so doing the information provided would enhanced the quality of data collected. Using an open-ended FGD interview protocol to guide discussion, the researcher, Ochala Mark facilitated the focus groups with the assistance of two graduate students recruited from the University of Abuja, Nigeria. Informed-consent procedures were explained at the beginning of each focus group and after distributing the consent forms (see Appendix A).

All focus group discussions were tape-recorded with the permission of the participants. The anonymity of participants in the focus groups is protected in this report, and in some instances the use of "they" or "their" as the first person

singular pronoun has been chosen to further protect the identity of participants and to illustrate how their statements are representative of many focus group participants. The Table 5.2 shows the coding ID used in order to protect the privacy of participants.

Table 5.2

Participants' information

	Coding ID	Participants Address	Position	Age
			Group 1	
1	FGD1	Fed. Ministry of Edu.	Admin Officer	35
2	FGD1	Fed. Ministry of Edu.	Admin Officer	31
3	FGD1	Fed. Ministry of Edu.	Account Clerk	27
4	FGD1	Fed. Ministry of Edu.	SERVICON Office	30
5	FGD1	Fed. Ministry of Edu.	SERVICON Office	33
6	FGD1	Fed. Ministry of Edu.	Desk Officer	38
			Group 2	
1	FGD2	Fed. Ministry of Finance	Admin Officer	31
2	FGD2	Fed. Ministry of Finance	Admin Officer	35
3	FGD2	Fed. Ministry of Finance	Desk Officer	32
4	FGD2	Fed. Ministry of Finance	SERVICON Office	38
5	FGD2	Fed. Ministry of Finance	Account Clerk	23
			Group 3	
1	FGD3	Head of Service Office	Admin Officer	38
2	FGD3	Head of Service Office	Admin Officer	25
3	FGD3	Head of Service Office	Admin Officer	30
4	FGD3	Head of Service Office	SERVICON Office	38
5	FGD3	Head of Service Office	Desk Officer	35
6	FGD3	Head of Service Office	Accounts Clerk	26

Generated: from the interview

5.6 Focus Group Discussion Data Analysis

Focus group interview tape recordings were transcribed and went through several phases of analysis. A preliminary analysis was conducted in order to get a general sense of the data and reflect on its meaning.

Next, a more detailed analysis was performed and data was divided into segments that reflected specific thoughts, attitudes, and experiences of all participants. At the conclusion of this process of analysis a list of issues was generated, and the issues were compiled into categories that were eventually labeled as key findings. Data from across all focus groups was again analyzed so it could be organized into these categories. Then these categories were analyzed to determine the interconnectedness of issues which were later labeled into themes, sub-themes and sub sub-themes. Based on this, a picture of the civil service reform emerged. Therefore, the analysis on the direct perceptions of the informants and outputs from NVivo 10 as shown in Figure 5.61 formed the bases for the analysis.

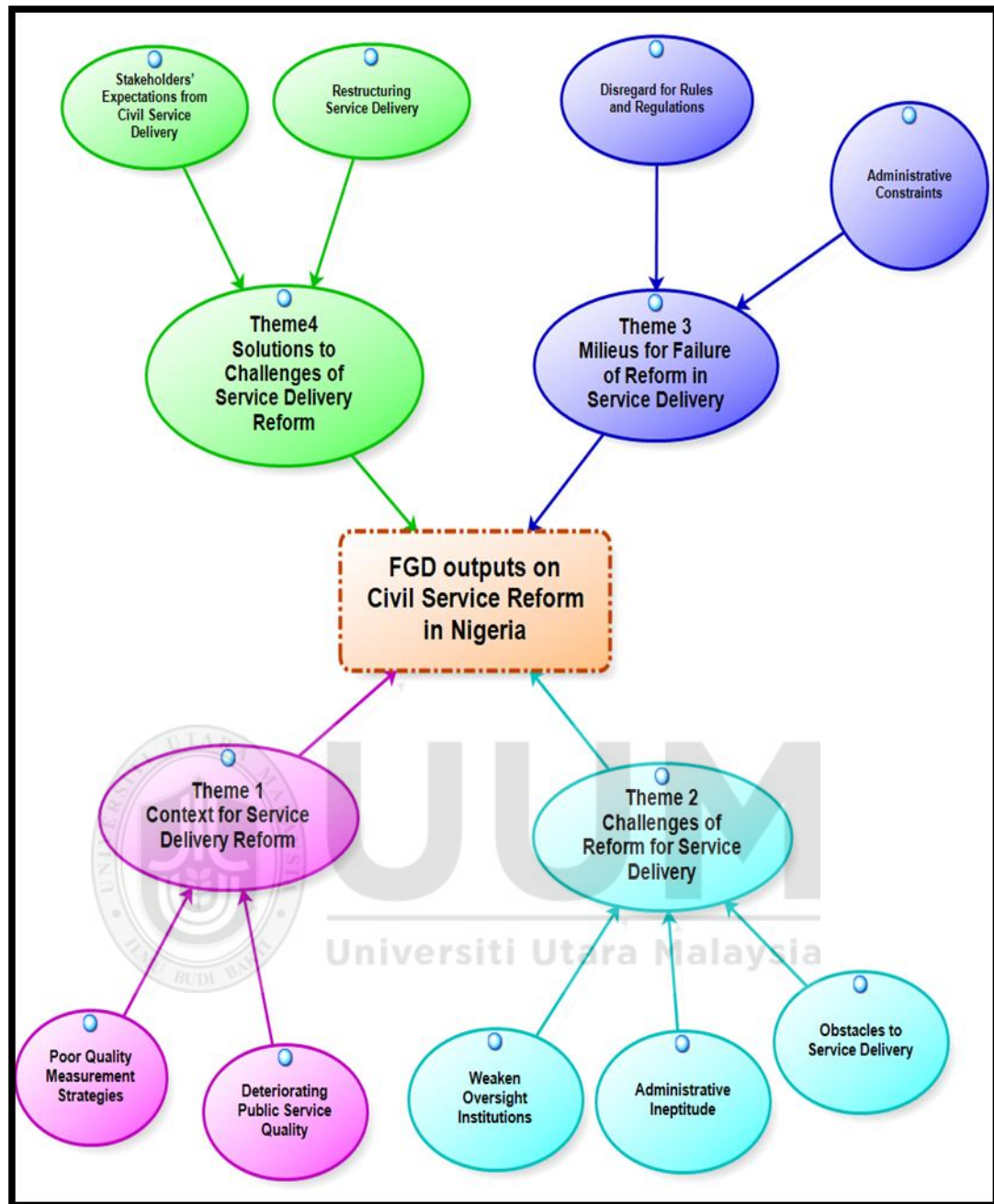


Figure 5.61 The emergent themes on civil service reform from focus group discussion

5.6.1 FGD Theme 1: Context for Service Delivery Reform

The dominant tradition has it that the civil service is a necessary response to, if not a prerequisite for the modern society with its rational legal structures. This statement was supported by Celina (2017) that the new features of civil service suggest that some aspect of Weberian principle of Ideal bureaucracy has already

be inculcated into the system while others are still waiting to be institutionalized which on the long run affect the state in terms of building the capacity to implement some policies that has to do with social goods. Furthermore, the apparatus for any government to function properly must begin with creating a public service administrative department that is to say, if the core administrators who are responsible for policy implementation are still lacking.

One of the intentions of this study is to assess the challenges, impacts as well as solutions to the civil service reform challenge in Nigeria. Therefore, the findings in this study are very significant because the analysis of the Focus Groups found there were 52 participants' perceptions and 66 references that have emerged to explain the civil service reform in Nigeria. Thematic analysis of the conversations discovered two key sub-themes and four sub sub-themes.

5.6.1.1 Deteriorating Public Service Quality

The Federal Civil Service Commission has gone through some daunting challenges, particularly during the military regime, which adversely affected its core values. The mass retrenchment of civil servants at both the Federal and State levels impacted severely on the service. The effect of this action was that all the core values that had been institutionalized gradually faded away, thus giving way to indiscipline, corruption, nepotism, inefficiency, laxity, bribery, and lack of accountability. The consequence of these was instability and chaos in the public service. In order to have a clear understanding of this, the four sub sub-themes that emerged captured it all as explained below.

5.6.1.1a Service Irregularities

In response to the objective one of this study, many of the informants described irregularity in the service delivery as the reason for the reform. According to participant 2 FGD 1, who is an admin officer with the Federal Ministry of Education, “the need to provide effective services to the people in an on timely manner has made it necessary for reform. For instance, in the hospitals patients are not been attended to adequately”. Similarly, participant 1 FGD1 also said, “The nature of service delivery is in segments because some people have access to prompt service due to their connections while other people are deprived of service”. Consistent with these concerns, participant 4 FGD 1 who is the head of SERVICOM in the Federal Ministry of Education noted that, “Service delivery in this ministry is not properly done because sometimes the desk officers are not even on their desk to carry out their routine work. The challenges are; service failure on the part of the services providers and the beneficiaries”. Another participant, who was coded as P5 FGD1 echoed similar concerns but advised that, “Service delivery is required in Nigeria in order to restore the lost glory”.

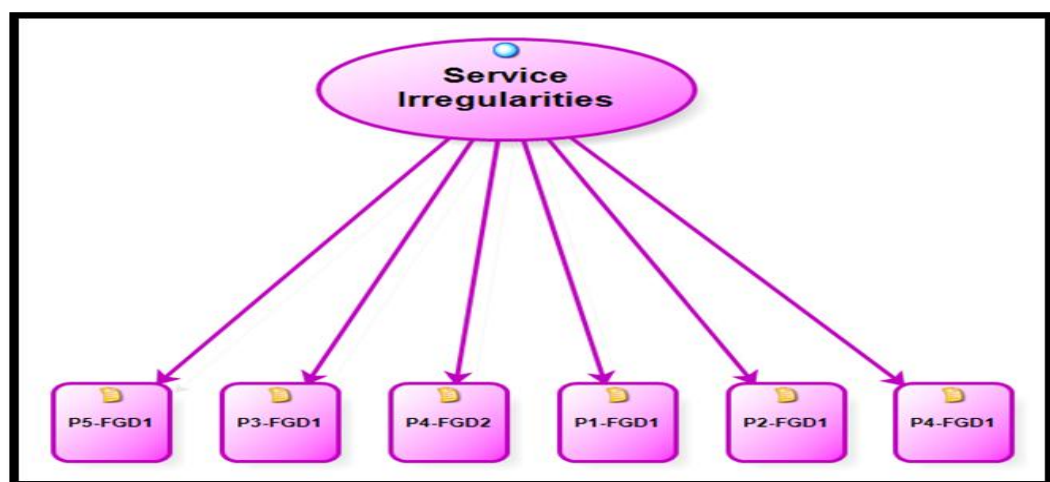


Figure 5.62 Participants perceptions on service irregularity

5.6.1.1b Unfriendly Client Relation

One of the civil service reform challenge in Nigeria which necessitated the reform is the situation of unfriendly client relation. Series of complain about client relation challenge also emerged from the perceptions of the informants. According to Participant 1 FGD1 who opened discussion on the issue of the reason unfriendly relationship between client and administrative officers. He noted that, "Civil service in Nigeria is meant to channel the responsibility of government most especially in the area of service provision but it seems to open up another which is causing problem with the client". Continue from the earlier participant, P2 FGD 1 revealed that "customers/clients the opportunity to demand for the services in an on timely manner". In relation to this, Participant 4 FGD1 then came up with an observation saying, "If am to assess the service delivery reform there is need for improvements". Another participant who showed his concern on the happening about this relationship, P5 FGD 1 noted that, "The reaction is not positive because there is lack of understanding between the service providers and the clients". Concluding discussion on this, Participant 6 FGD1, advised that, "Service delivery is required in Nigeria because the clients/customers were not getting the service but with servicom there is improvement".

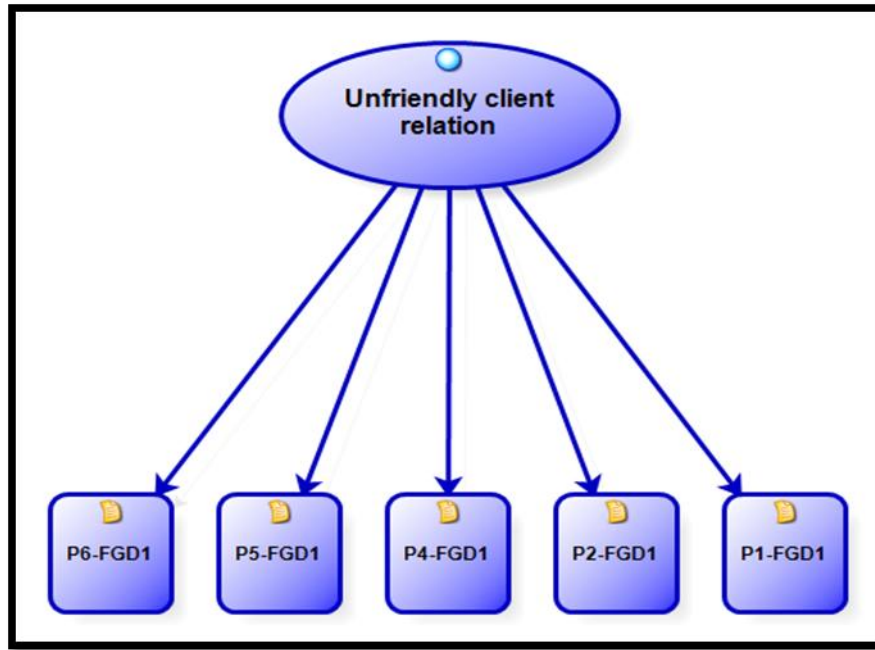


Figure 5.63 Participants' views about unfriendly client relation on service delivery

5.6.1.2 Poor Quality Measurement Strategies

The process of measuring the services being provided has been challenged in recent years. As noted by Ikelionwu (2011) the main function of the Nigeria civil service is to implement government policies. However, its ability to do this has depended crucially on the form of government of the day. The traditional role of the civil service in Nigeria has been severely diluted by the politicization of the civil service in recent years, undermining its credibility and integrity. Therefore, the two sub sub-themes that emerged captured the perceptions on the poor quality.

5.6.1.2a Incongruent Monitoring

Due to lack of adequate attention focus at the operation of civil servant, on many occasions, sharp disagreement does arise between the usually political appointees and the career administrators, with the advisers always getting upper

hand. The consequence, of this weakening of the civil service, with workers lacking motivation, since professional prospects are bound to diminish in a political civil service. This perception came up among the participants during discussion. For instance, P1 FGD1 indicated that, “Civil service in Nigeria is meant to channel the responsibility of government most especially in the area of service provision”. While emphasizing the implication of low monitoring by government, P2 FGD1, “not delivered because of government not fully committed to the programme”. This fall out was further established as affecting other areas. According to, P4 FGD3, “policy of non-continuity on the part of the executives, failure on the part of National Assembly to legislate on the bills, and executive giving presidential assents”.

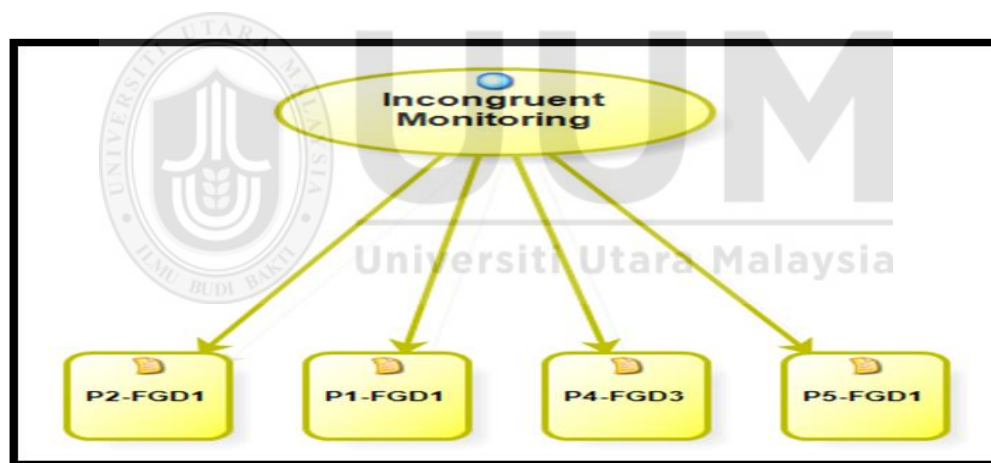


Figure 5.64 Participants on Incongruent Monitoring

5.6.1.2b Poor Information Storage

The poor management of information was recurrent among the participants as many of them identified this sub sub-theme within the context of the reason for reform of civil service in Nigeria. According to participant 1 FGD2, “Where information is treated as unimportant, there will always be problem”. In view of this, it is important to handle information with all seriousness. Participant 1

FGD3 also buttressed this view by saying, “the management of information is important for successful service delivery”. Other participants that contributed to this perspective are P5 FGD3 and P6 FGD3.

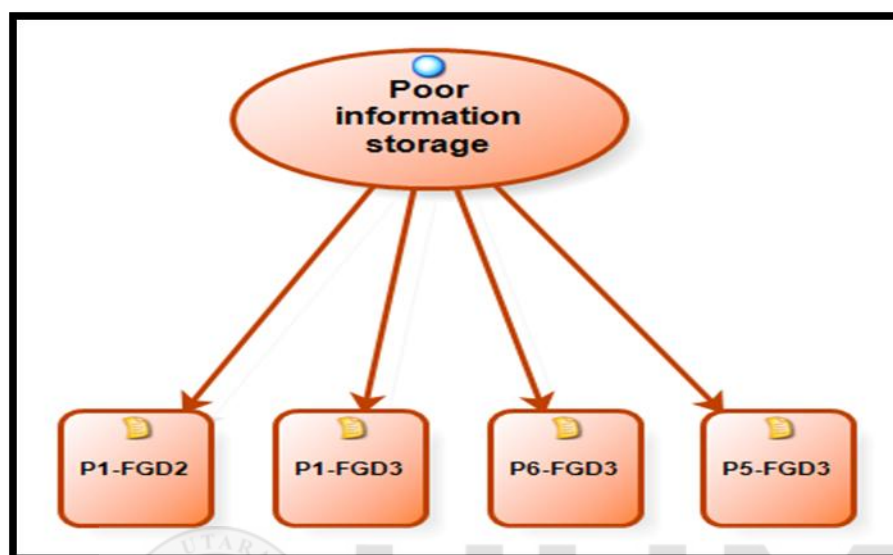


Figure 5.65 Participants who perceived Poor Information Storage

5.6.2 FGD Theme 2: Challenges of Reform for Service Delivery

Conscious of these challenges, many attempts have been made by various governments in Nigeria to remedy the situation. In effect, the state of the decadence of the Federal Civil Service informed the reason why President Obasanjo, on assumption of office in 1999, disclosed that the “public service had metamorphosed from a manageable, compact, focused, trained, skilled and highly motivated body into an over-bloated, lop-sided, ill-equipped, poorly paid, rudderless institution lacking in initiative and beset by loss of morale, arbitrariness and corruption”. In view of this observations, the need for reform becomes expedient for public service. This was part of what this study explored and based on the analysis, three bases as sub-themes within which six sub sub-themes were discovered.

5.6.2.1 Administrative Ineptitude

As a major instrument for executing government policies, administration of the civil service in Nigeria is expected to be professionally proficient, loyal as well as efficient. Nevertheless, it is now criticized for being corrupt, poorly trained and poorly accustomed to the needs of the poor. Incongruously, the civil service is expected to play the key role in the management and implementing reform programs in the country. This has led to a number of complex agency problems yet to be resolved. However, this study explored this and came up sub sub-themes namely; human resources management and inadequate staff welfare.

5.6.2.1a Human Resources Management

On the face of it, public administration is usually taken to mean the planning, organizing, directing, coordinating, and controlling of government operations. However, the challenges emanating from the handling of human resources in the civil service has been identified as a problem that require attention. Participants in the focus group discussion highlighted how this happened. According to participant 1 FGD 1, “The essence of service delivery or servicom is to discharge the responsibility of service provision to the clients/customers and the customers awareness to demand for service as well”. In response to this P2 FGD1 corroborated that, “The right calibre of personnel must be place at the right job, right time, and doing what is expected of them”. Buttressing this perception, another member of group 2 of the FGD, P5 FGD 2 then elaborated on the situation thus:

Service delivery to the people can be improved through enforceability of laws as this will help the public officials and other stakeholders to seat up in the

administration of their responsibilities. Yes, it is because in our ministry today there are a lots of changes due to the introduction of servicom reform and we hope that if more reform is been carryout we shall equally get more services (P5 FGD 2). Consistent with the perception expressed by the above participants, P6-FGD1 also explained that: “Most of the ministries staffs are not punctual to the office but with the introduction of servicom it has help to curtail this abnormally”.

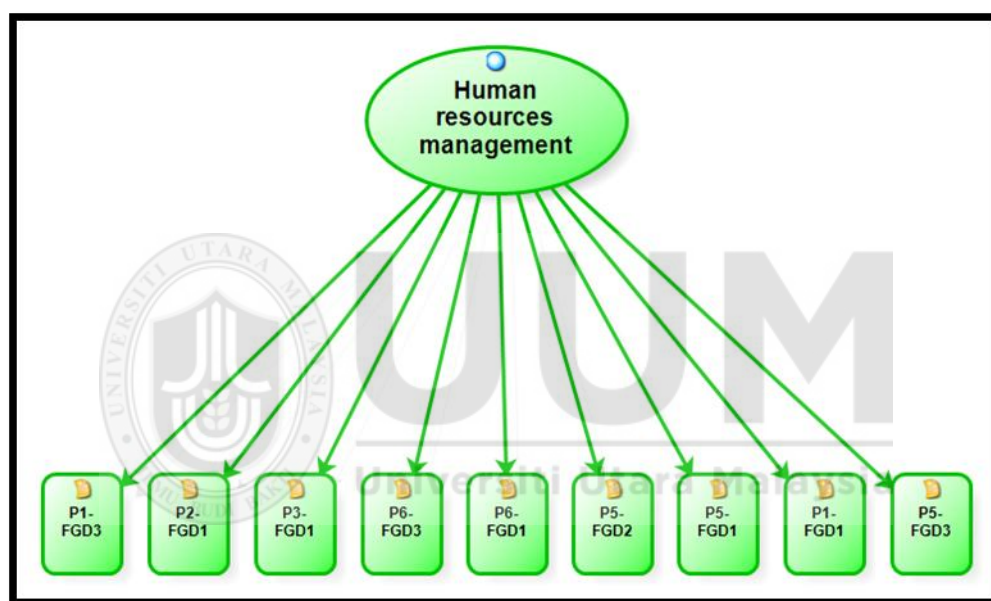


Figure 5.66 Participants on human resources management

5.6.2.1b Inadequate Staff Welfare

The agitation for pay reform has been an important and recurring theme in the Nigerian public service as real salary levels have declined considerably in the past following high rate of inflation in the country. According to the participants, workers have found it increasingly difficult, if not impossible, to survive on their monthly pay in the face of changes in market conditions and high rates of

inflation. The concept of a cost of living wage has gained popularity, particularly where public servants pay levels are perceived to have fallen below levels necessary to meet their basic needs of life, e.g., food, clothing, shelter, and social amenities.

Based on the general perceptions, the participant 2 FGD1 started this discussion on this by saying, “The current state is porous as some entitlements are not been paid to staffs”. Corroborating this, P2 FGD3 briefly contributed saying, “workers are not motivated to do their job”. Expressing the same concerns, participant 4 FGD1 concluded that, “the current state is poor since staffs lack motivation to discharge their function effectively”.

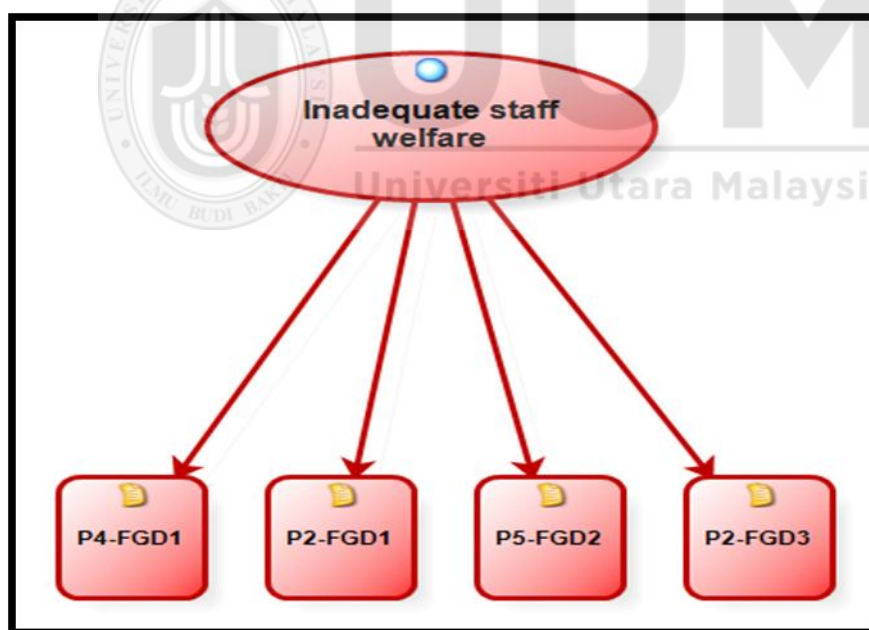


Figure 5.67 Participants on inadequate staff welfare

5.6.2.2 Obstacles to Service Delivery

However, the federal government of Nigeria introduced reforms designed to repositioning the civil service for better efficiency and effectiveness. However, the obstacles affecting the efficiency of the civil service delivery has been identified in the course of the focus group discussion as the following Conflict of interest and Systemic malfunctions the detail which was discussed in the sub sub-themes subsequently. According to Sam (2008) The on-going Civil Service Reforms and reform processes are not without problems. The major problems, however, is the very poor remuneration package of civil servants. Civil servants are the most deprived and disheartened salary earners in Nigeria. The salaries as well as stipends of civil servants are very poor in relation to the rising cost of living and the amount required for reasonable survival.

5.6.2.2a Conflict of Interest

One area which necessitated the reform and at the same time keep challenging the reform is conflict of interest among the civil servant. The participants stretched the fact that most of the staff are fond of placing the interest of the public below the national interest. This perception was highlighted by participant 2 FGD3, who briefly stated thus, “individual’s interest as against the national interest”. While itemizing the various kinds of conflicts been perpetuated in the civil service Participant3 FGD3 disclosed that, “Service delivery reform is necessary because Nigeria is faced with a lot of challenges. A good example are; tribalism, nepotism, ethnicity, and political affiliation”. Among the participants in group 1, the consequences of conflict of interest was described as, “Civil service in Nigeria is not performing because of frequent political intervention on

the part of the government”. Other participants who expressed similar views on this sub sub-themes are P5-FGD2 and P5-FGD3.

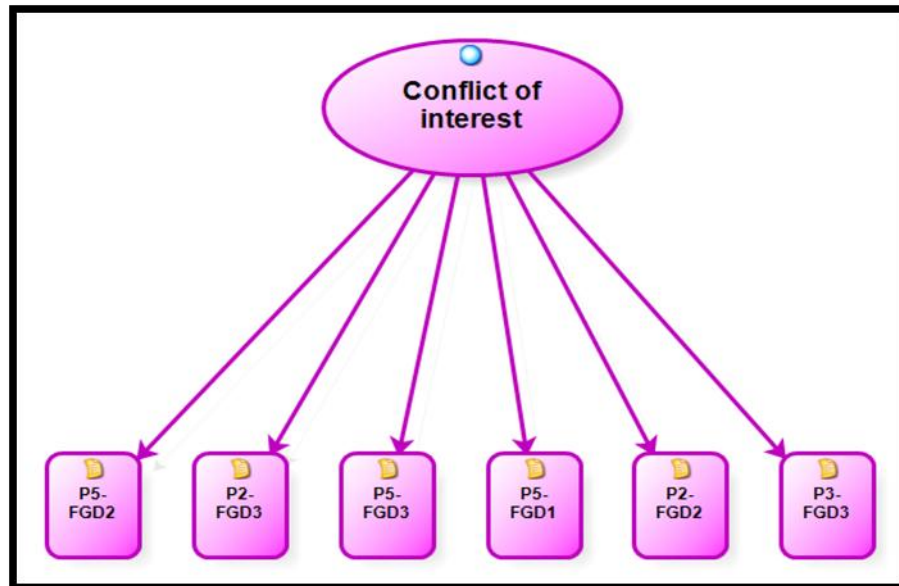


Figure 5.68 Participants’ conflict of interest

5.6.2.2b Systemic Malfunctions

From the participants’ line of discussion, it can be said the public service reflects the state of the nation and no nation has been able to advance beyond its public service. Expressing the malfunction in the system, participant 1 FGD1 noted that, “looking at service delivery in Nigeria, we are far behind in terms of service provision as compare to other countries of the world especially the Third World countries”. Looking at the system malfunction from another perspective, participant 1 FGD3 disclosed that, “ministry staffs are haphazardly place working in an area that they are not trained to functions and as a result provision of service is been affected”. On this narrative, another participant, P5 FGD1 noted that, “Civil service in Nigeria is not performing because of frequent political intervention on the part of the government. There is need for service

delivery reform in order to enhance effective service delivery”. Other participants who expressed similar views on this sub sub-themes are P2-FGD2, P3-FGD1, P4-FGD1, P4-FGD3 and P5-FGD2, P5-FGD3, P6-FGD3.

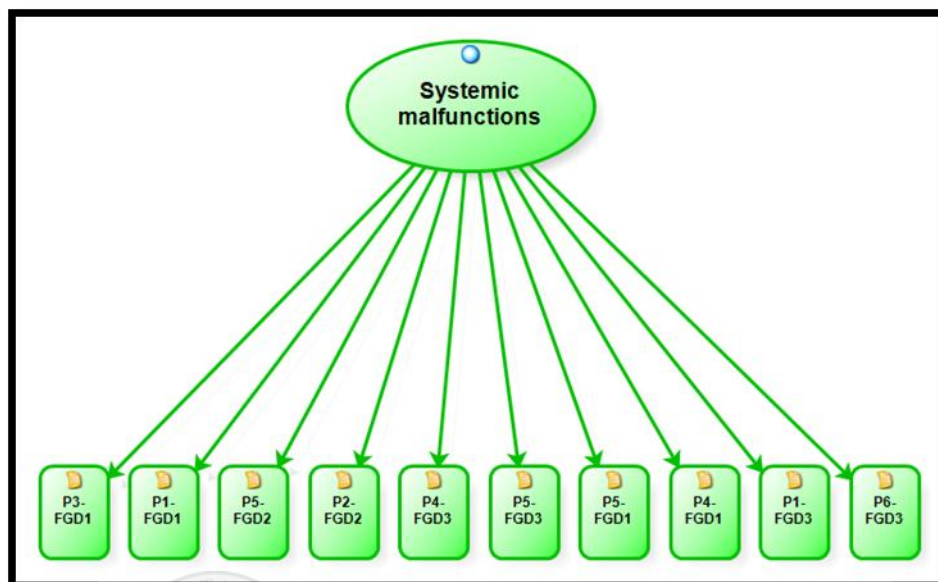


Figure 5.69 Participants perceptions on systemic malfunctions

5.6.2.3 Weaken Oversight Institutions

This discussion critically highlights the existing problems of the Nigerian federal civil service most which are within the capacity of the government in order for the reform to be successful. The participants critically engaged the issue and the following sub sub-themes emerged from the discussion, Inadequate Funding and Mismanagement of fund.

5.6.2.3a Inadequate Funding

The reform of the Federal Civil Service cannot function adequately without proper funding to enable it complete all on-going projects including the automating of all its core internal processes and building staff capacity to work in an automated environment. According to participant 2 FGD 2, “Problems that hinder service delivery reform implementation is boiled down on inadequate

funding”. Consistent with the concerns expressed by the other participants, P3-FGD1 also said, “For the services in this ministries to be improve, SERVICOM need to be funded”. Expressing the concern in relation to the previous participants, P3 FGD2 copiously said, “problems of service delivery reform are; insufficient funding, Lobbying, lack of continuity of policies, and inadequate funding. The current state of civil service reform call for government to be more committed in terms of releasing the fund”.

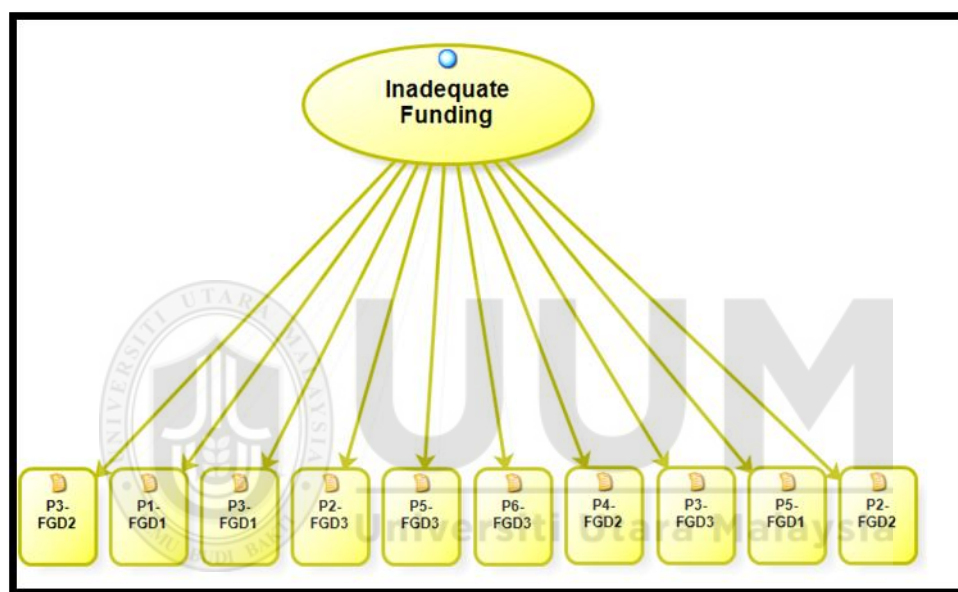


Figure 5.70 Participants on inadequate funding

5.6.2.3b Mismanagement of Fund

The fall out of the participant discussion for this study has shown that the reform has not reduced corruption as well as the mismanagement of fund. The reasons for this as discovered was the fact that, in the absence of a living wage and high inflationary trend in the country, workers are likely to continue to indulge in corrupt practices to make ends meet. The discussion on the emerged sub sub-theme was open by Participant 1 FGD1 who aptly captured it thus, “The challenges are; corruption”. Furthermore, participant 3 FGD 2 disclosed that,

“misappropriation of fund. One of the problems of service delivery reform are; insufficient funding, misappropriation of fund”

From the perspective of participant 3 of group 3, how the mismanagement of fund is carried out was briefly noted as, “diversion of fund meant for the reform proposal, and undue political interference”. Other participants who expressed similar views on this sub sub-themes are P1-FGD3, P3-FGD3, P2-FGD2, P4-FGD3 and P5-FGD1 and P5-FGD2.

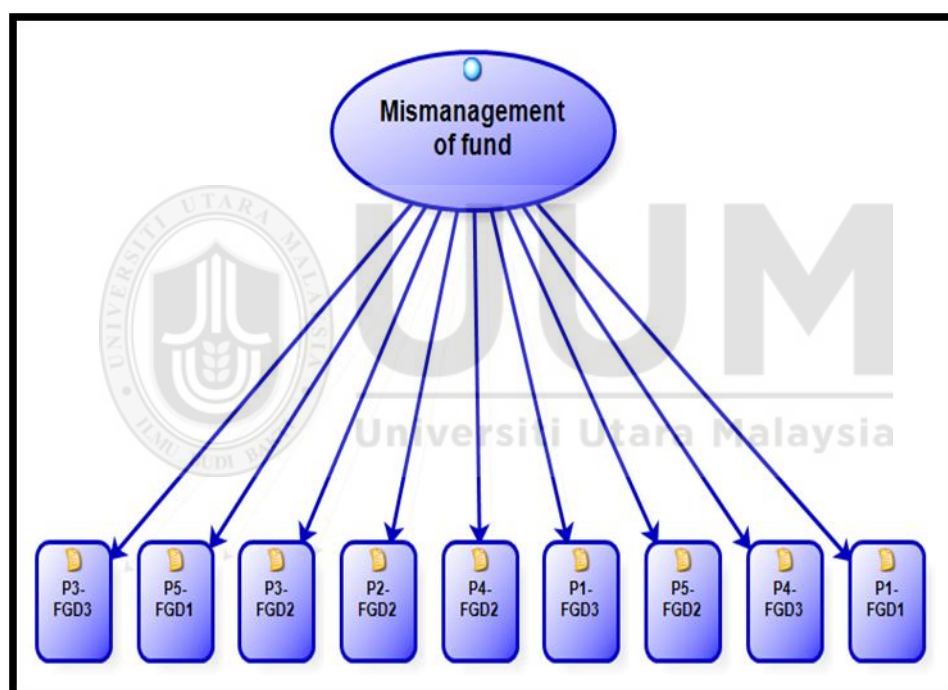


Figure 5.71 Participants’ views on mismanagement of fund

5.6.3 FGD Theme 3: Milieus for Failure of Reform in Service Delivery

The present state of affairs in the Civil Service appears that the variables accountable for failure in the Nigerian Civil Service have not been dealt with and so the problem still lingers. It is against this background that the researcher sought to examine some of the past Civil Service reforms, to find out to what

extent they were able to solve problems of inefficiency and ineffectiveness in the Nigerian Civil Service and proffer the way forward. Therefore, the findings in this study are very significant because the analysis of the focus groups found that Administrative Constraints and Disregard for Rules and Regulations within which there are sub sub-themes explained the failure in detail.

5.6.3.1 Administrative Constraints

The arrangement of government as well as how ministries and agencies are organised have been mainly the same since the return of democratic governance in 1999. There have been changes in classification and even attempts to merge and demerge certain ministries but the core structure and approach of managing government business has largely remained the same. This meant that the traditional approaches, orientation and ways of doing business have not kept pace with modern advances in public service delivery. This theme generated three sub sub-themes that shall be explained in the subsequent sections.

5.6.3.1a Lack of Political Will

For any reform to be successful, most of the participants agreed that the government itself need demonstrate some level of political will and control. That is why the participant 1 FGD 3 set the ball rolling by saying, “The lapses of reform of service delivery is hinged on leadership problem because most of the leaders do not possess qualities of a good leader”. While clarifying how the lack of political will is affecting the reform of the civil service, participant 4 FGD 2 disclosed that, one of the problem is inconsistency, lack of political will on the part of the leadership, and the bias mind of the actors. Lapses in service delivery

reform is lack of political will”. Similarly, participant 1 from group 1 of the focus group discussion voiced that:

Problems are; the national assembly are not leaving up to their constitutional mandates. Again, the problem of giving assents to bills by the president, and no financial backing to implements policies. The political will, if laws are made such laws are to be implemented without minding who and who are affected (P1-FGD1).

Additionally, commonly expressed views by participant 5 from the focus group 2 and participant 4 of the focus group 1 captured the situation thus, “The problems that hinder service delivery reform are; lack of political will, inconsistency”.

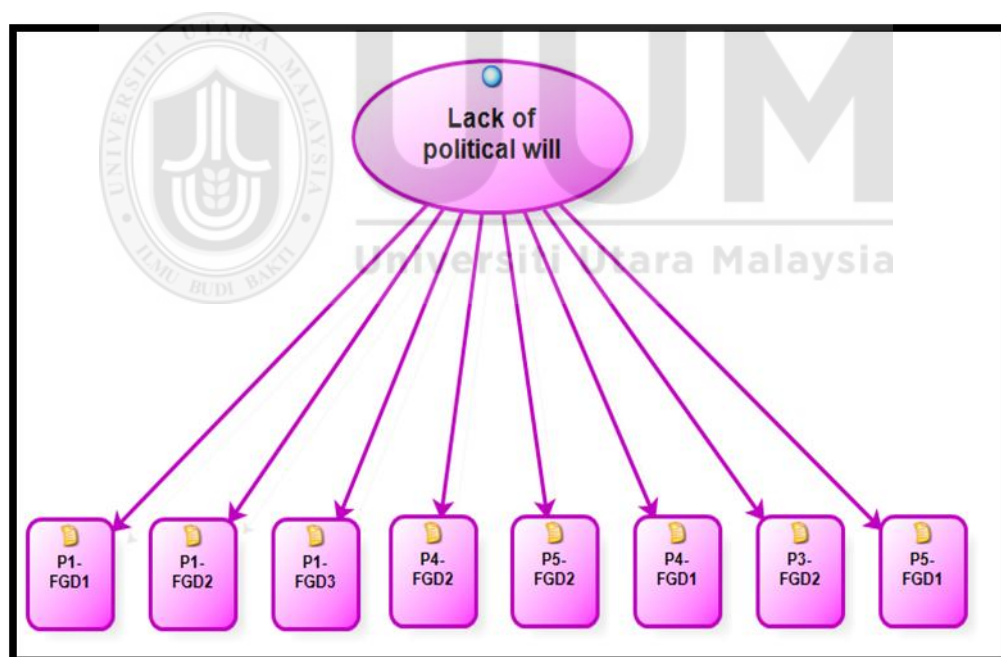


Figure 5.72 Participants’ on lack of political will

5.6.3.1b Lack of Training

Human capital development emerged from the analysis as one area that needs attention to ensure that rapid economic growth translates into better quality of

life for all Nigerians. Most of the participants emphasized that there is a need to be focus on investment in education, health and youth and women's development. The need for reforms in these areas has been recognized as necessary in their own right but also to ensure that Nigeria has a good and healthy workforce which can compete for global opportunities and ensure a better life for the next generation.

According to Participant 2 FGD 1 the need for training of those that implement reform in the civil service is imperative as noted that, "there are lapses on the personnel involves, there is need for them to be trained and retrained. Problem of training and retraining of staffs". While contributing to the discussion, participant 3 among the FGD 3 corroborated it thus, "The reason for the introduction of service delivery reform is as result of unskills labour recruited into the service and with this". In his contribution, participant 5 FGD 1 advised that, "Service delivery can improve via the instrumentality of motivation which is based on training and retraining of staffs". Other participants also contributed meaningfully to the problem of lack of training which they concluded was due to low level awareness as shown on the Figure 5.73.

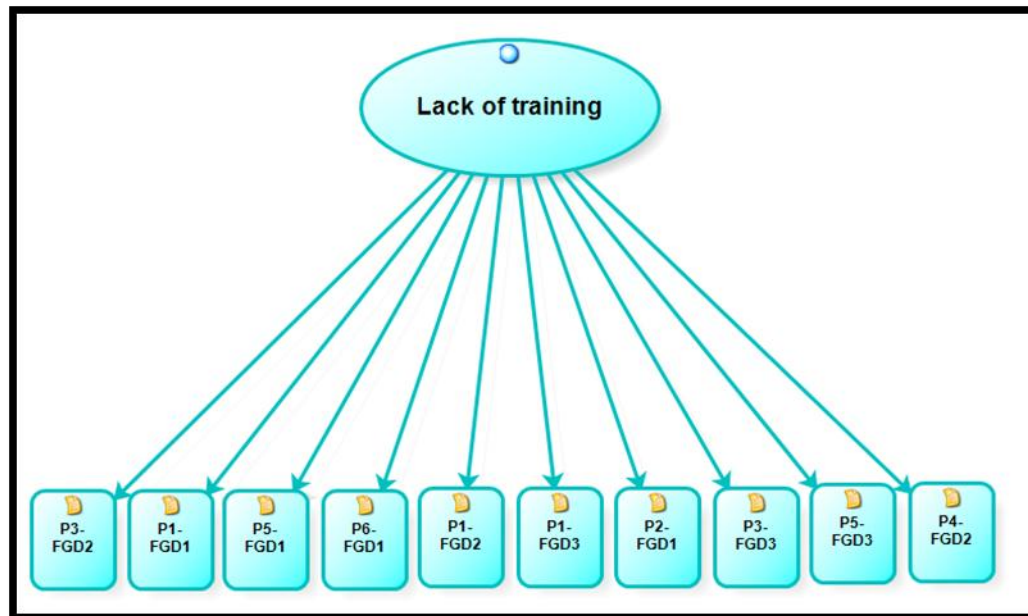


Figure 5.73 Participants' perceptions on lack of training

5.6.3.2 Disregard for Rules and Regulations

In order to sustain the reform, Sam (2008) has noted that the civil service should return to the system that is steered by the relevant provisions of the Constitution, the Civil Service Rules, the Financial Regulations as well as Circulars. Buttressing this view, Adegoroye (2005) emphasized that the crisis of Governance over the past periods in Nigeria has been linked with the collapse of ethical and professional ideals in nearly every aspect of our national life. Therefore, a professional Public Service operates on the basis of rules, regulations and procedures to ensure orderly conduct and uniform standards. A major review of the rules and regulations was done in Year 2000 but this was considered inadequate for meeting the imperative of fast tracking the on-going reform of the Public Service.

5.6.3.2a Impunity

Until now, civil service the across the world has been known for appropriateness, quality, restraint and dutifulness in their operation and service delivery, and even in their conduct irrespective whose ox is gored. Based on experience and findings, there are some elements in the civil service, particularly that of the state that turned themselves into semi-gods in the discharge of their duties, not minding the fact that civil service is like Barracks where ‘soldier come, soldier go, barracks remain’ (Adegoroye, 2005).

Several stories have been made about some civil servants in the state employ, particularly Ministry of Works ranging from the abuse of office, physical fights, the use of vulgar language and many other vices. The participants for this study also expressed their perceptions on impunity within the civil service. For instance, participant 4 FGD1 disclosed that, “Problem of agreement, if laws are made such laws must be respected. No, because of staff attitude, and lack of punctuality to work”. Consistent with the concerns expressed by other participants, P5 FGD2 noted that, “the Lapses in reform of service delivery is indiscipline”. Other participants who expressed similar views on this sub sub-themes are P5-FGD1 and P5-FGD3.

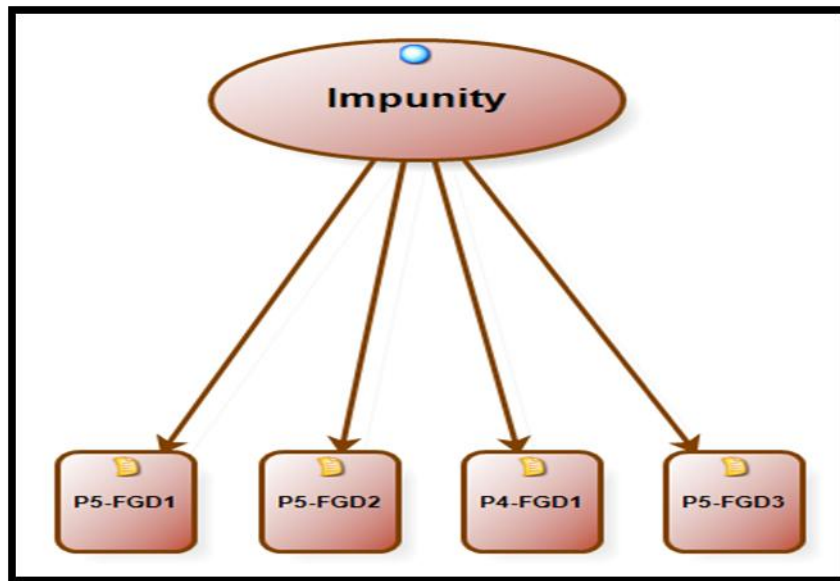


Figure 5.74 Participants' views on Impunity

5.6.3.2b Unions' Agitation

Workers' unions have become important agents of socio-economic transformation and class struggle always representing the civil servants' interests against capitalist exploitations. In the contemporary times however, especially in the developing countries, unionism has become an indispensable tool in ensuring and guaranteeing industrial harmony between the employer and employee. It is a well-known fact that trade unions all over the world emerged to improve the living and working conditions of workers. That is why according to Okechukwu (2016) in Nigeria, trade unions fought against colonial rule and exploitation of the Nigerian State during the colonial period. The activities of trade unions, under the umbrella of the Nigeria Labour Congress (NLC) have been responsible for the reversal of government actions and policies. NLC now plays social, economic and political roles not only to the working class but to all Nigerians both the employed and unemployed.

In line with the scholars' perspectives, most of the participants also identified workers' unions as necessary for the betterment of civil service reform and enhancement of service delivery but they decried the insensatagitations usually coming from the union as affecting the reform. For instance, participant 4 FGD1 noted that, "the union needs restrain as well as the need to respect the reform policy. Both the service providers and the beneficial needs to work on their attitudes towards policies of government". Joining the fray of the discussion, participant 5 FGD1 advised that, "workers' union should have attitudinal change towards policies of government". Contributing by a way of example of the current situation regarding union agitation, participant 5 FGD 3 reiterated thus:

People are reacting to policies and programmes of government because even now a lot of protest or agitation is still ongoing of the need to initiate policy that will alleviate the suffering of the masses. A good example ASUU VS FED GOVT revisiting the 2009 agreement or (MOU) and NLC VS FED GOVT on the issue of increase in minimum wage (P5 FGD 3).

Other participant who expressed similar views on this sub sub-themes is P4-FGD3 who indicated that union should be played to improve civil service reform.

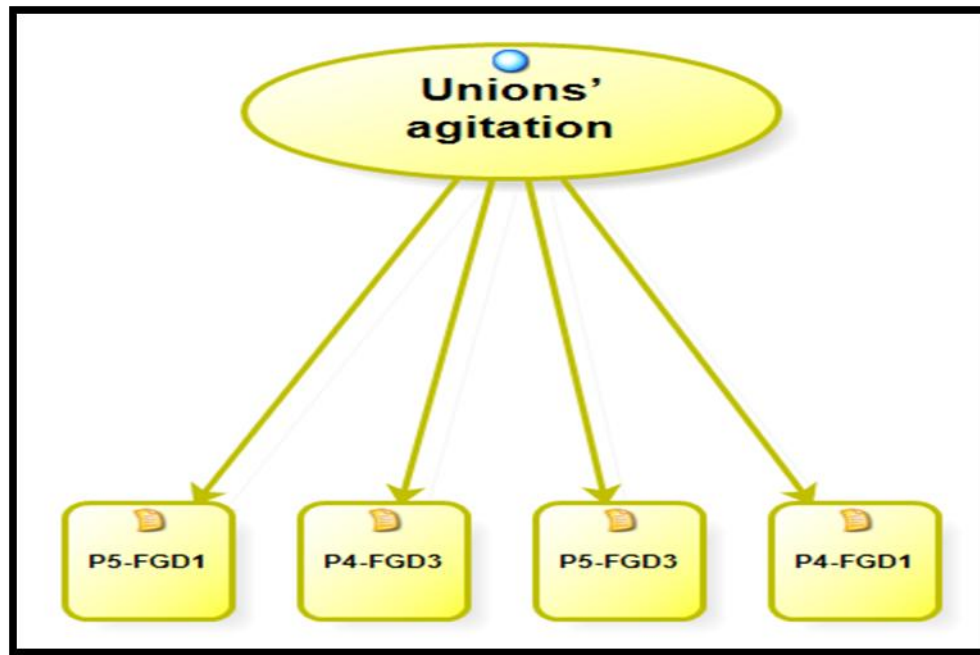


Figure 5.75 Perceptions on Unions' Agitation

5.6.4 FGD Theme 4: Solutions to Challenges of Service Delivery Reform

The problems challenging the Nigerian Civil Service and other services are not beyond solution like any other problems. Similarly, it does not mean that civil servants in the application of the reform are incapable of performing their functions and achieving their obligations. Consequently, the problems threatening the Service delivery and the reform in Nigeria show that the harms and obliteration done under decades of military rule will take time to be reformed. And that the reform processes will be a prolonged one. Since the restoration of civil democratic rule on May 29, 1999, the Government has embraced some measures to restore the dignity and glory of the Civil Service and place it in a proper position to effectively perform its critical role in societal development.

The effort to find solutions was therefore, part of what this study explored and based on the analysis, two sub-themes within which four sub sub-themes were discovered to advance solution for the problem in civil service reform.

5.6.4.1 Restructuring Service Delivery

The Nigerian Civil Service has undergone several organizational and structural reforms, both before and after independence as we have x-rayed above, yet there is no remarkable improvement in the quality of service delivery to the citizenry (Murana, Olayinka & Omotayo, 2016). Arising from this sub-theme are two sub sub-themes, create enabling environment and employment by merit and federal character.

5.6.4.1a Create Enabling Environment

Most times the activities and performance of civil servants are determined by the environment and working conditions. In a situation where enabling working environment is created, there is high probability to achieve maximum reform. Based on the discussion among participants for this study, it was discovered that for the reform to be implemented successfully, there is a need for government to create an enabling environment. For instance, participant 2 FGD 2 succinctly said that, “government should create room for improvement”. In his own group, participant 5 FGD 1 reiterated that, “Service delivery can improve via the instrumentality of motivation which is based on training and retraining of staffs”. Looking at the issue from another perspective, participant 3 FGD 3 however, sounded positive claiming that the reform is achieving its purpose thus, “it contributes because the political environment is becoming stable day by day and

coupled with an improve in service provision”. Like the other participants, P4 FGD2 however, wants more improvement.

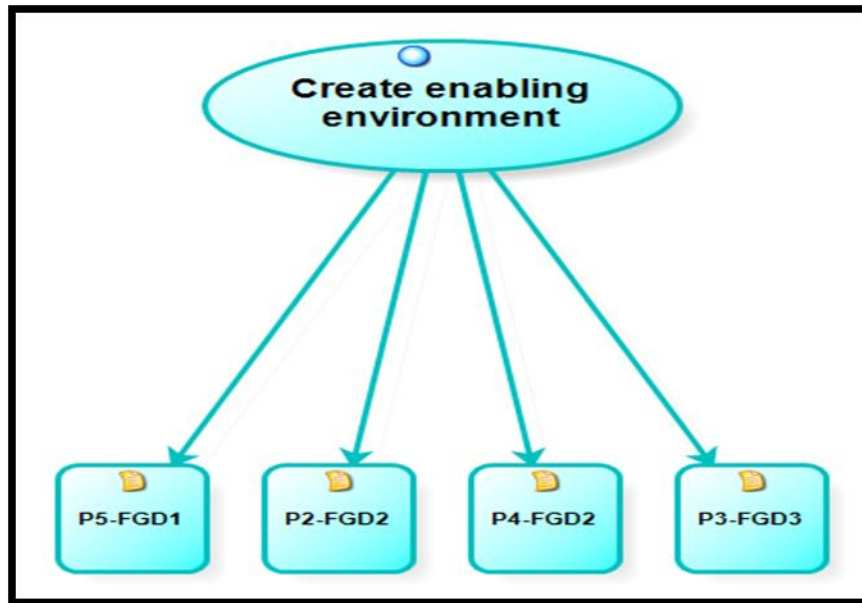


Figure 5.76 Participants' on create enabling environment

5.6.4.1b Employment by Merit and Federal Character

The need to ensure employment in fair and balance way is identified as a solution to the challenges in the reform policy. According to Sam (2008) in order to ensure that federal character is achieved the professional examination bodies as well as professional organizations should be involved in the recruitment exercises. Claiming that this will bring about standardization, uniformity and transparency. In addition to that, it was suggested that transfer and secondment into the Federal Civil Service should be limited to critical areas of needs in order not to jeopardize the promotion prospects of serving officers. In the same vein Mosher (1982) observed that “One thing seems clear: that the merit principle and its practices that hold substance are changing and must change for good and even more to remain viable in our society”. With the foregoing quote by scholars on

the significance of employment by merit/merit principle it is glaring that this will go a long solving the menace confronting reform on service delivery in public service of Nigeria and collaborating the views participants also reiterated in their various discussion sessions that strategies for employment as enshrined in the civil rule should be followed. For instance, participant 3 FGD 3 explained thus:

Recruitment based on merit, professionalism, competency, and qualification should be ensured. Staffs enlistment should be done without given consideration to these elements/factors. Right calibres of personnel should be placed on the job at the right time and necessary training must be provided (P3 FGD3).

Consistent with the perception expressed by the above participants, P5-FGD3 also explained that, “Government is to make sure the right professionals, competent, merit, and qualified are recruited into the civil service”. On this narrative, participant 5 from group 1 noted that, “There is need to revisit the issue of professionalism”.

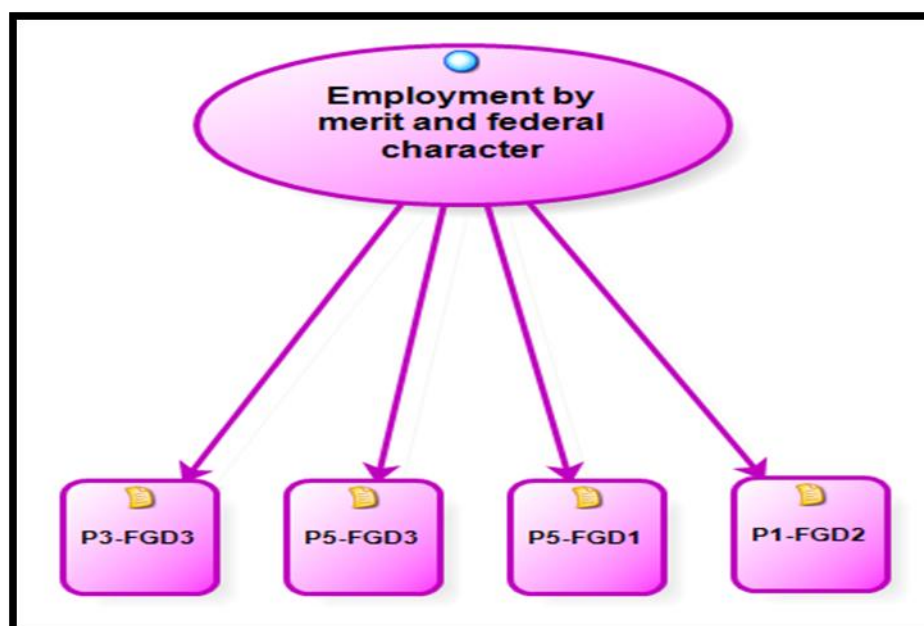


Figure 5.77 Participants’ on employment by merit and federal character

5.6.4.2 Stakeholders' Expectations from Civil Service Delivery

In view of several challenges identified, there is therefore the need to embark on realistic, workable and practical solution to reforms that have human face rather than the usual cosmetic approaches. First of all, there is need for the government to embark on regular monitoring as well as sustainable staff development. This has to do with ensuring adequate pay package and other economic incentives. If this is duly and religiously implemented, civil servants will be discouraged from using unethical means in getting economic benefits from clients and the public in general. Therefore, based on this, two sub sub-themes emerged to capture the expectation of the participants.

5.6.4.2a Reform Monitoring

As part of the challenges confronting the implementation of the reform, it has become expedient now according to the participants that reform be constantly monitored. According to participant 1 FGD 1, Nigeria is complex and wide country that the reform need to be monitored if actually the government wants to tackled the challenges:

The challenges could be addressed if the present administration is sincere to fight corruption, and the international organizations needs to support the effort of the government. Based on the reform of service delivery people are getting services but still there is need for improvement (P1-FGD1).

Expressing the same concerns, Participant 1 from group 2 also highlighted the expectation that can make the reform work thus, "For sustain reform, it important to give adequate and prompt feedback on complains and worries.

Given the nature of Nigerians civil servants, it has become important to monitor the implementation of the reform”. Corroborating this perception, participant 1 FGD3 established that, “The public are always expecting feedback on certain things, so prompt feedback should be given regularly. As part of the efforts, reform should be monitor regularly”. Other participants who expressed similar views on this sub sub-themes, the need for reform monitoring are P1-FG23, P2-FGD2, P3-FGD1, P3-FGD2 and P5-FGD3.

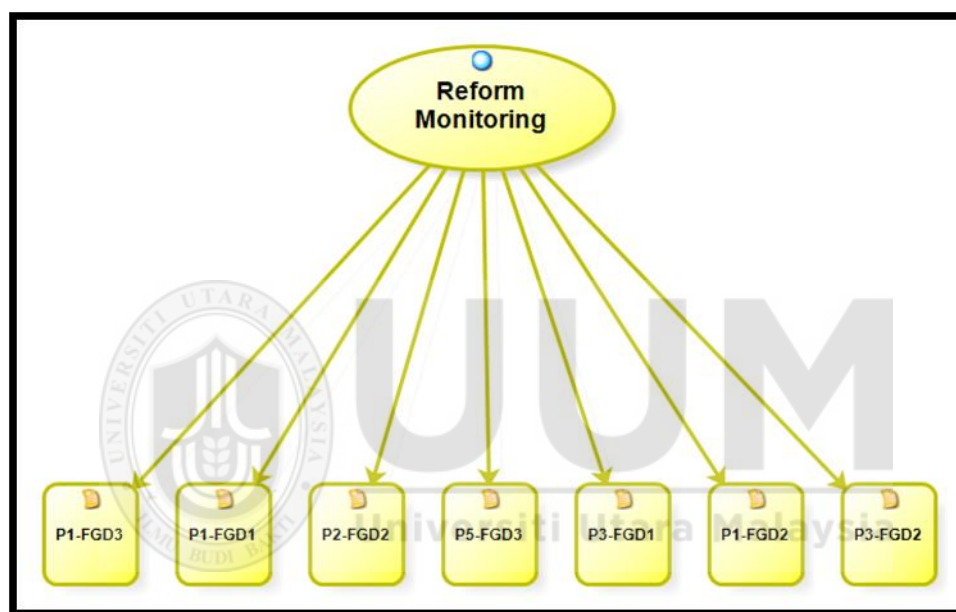


Figure 5.78 Perceptions on reform monitoring

5.6.4.2b Staff Development

Some participants are of the opinion that the activities surrounding the problems being experienced on reform policy was due to nature of civil service administrators who lack the skill and capacity to implement it. Based on this observation, most of the participants agreed that when the government takes care of staff development things will fall into places. According to participant 2 FGD 3, “Service delivery can be improved if there is increase in labour force and

funding of the programme because poor mobilization on the part of government and motivation of staffs is a problem”.

Another participant P4-FGD2 offered a statement that was representative of the previous and the present experience in Nigeria thus, “For improved service delivery elements/factors such as professionalism, meritocracy, competency, and qualification must be put into cognizance at the point of entrance, and in this ministry we are doing our best”. Corroborating this expectation, Participant 5 FGD3 submitted that, “with appropriate training, attitude of civil servants to work will change for better”.

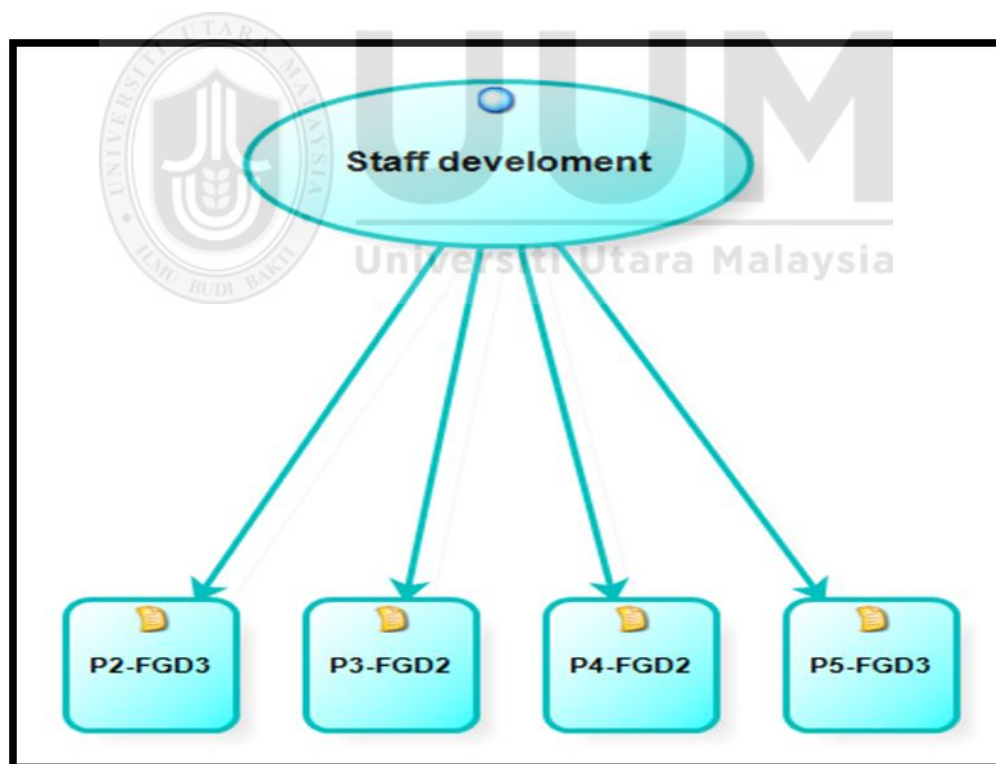
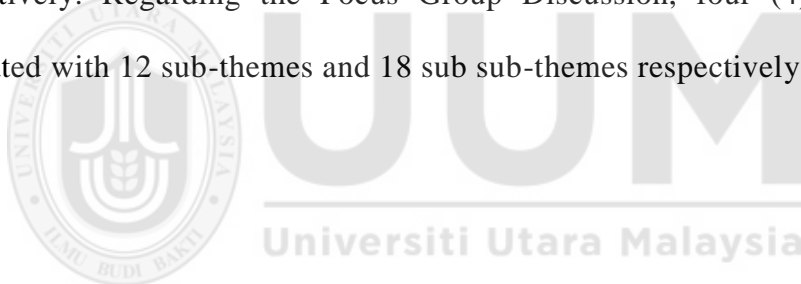


Figure 5.79 Participants on Staff Development

5.7 Chapter Summary

The In-depth interviews and Focus Group Discussion took place in Abuja, Nigeria. The In-depth interview comprises of 16 informants while the focus groups comprises of six participants for group 1, five participants for group 2 while the third group had six participants totaling seventeen (17) participants for the three groups were selected.

The analysis was supported by various figures that were generated from the NVivo software used. The study's coding generated five (5) themes which captured the four (4) research questions, 12 sub-themes and 44 sub sub-themes respectively. Regarding the Focus Group Discussion, four (4) themes were generated with 12 sub-themes and 18 sub sub-themes respectively.



CHAPTER SIX

DISCUSSION OF FINDINGS AND CONCLUSIONS

6.1 Introduction

This study sets out to explore the motive, contests, solution and impacts of reform on service delivery in Nigeria. At this stage, the findings from the in-depth interview and findings from the focus group discussion were merged in the relevant sections of the discussion. To achieve this, the following aims were set as targets for this study:

1. To explore the reason for reform on service delivery in Nigeria.
2. To investigate the challenges of reform on service delivery in achieving the desired objectives in Nigeria.
3. To proffer solution to the challenges of reform on service delivery in Nigeria.
4. To explore what the reform on service delivery has contributed to improvement of the civil service in Nigeria.

Therefore, the study embarked on a triangulation approach which comprises In-depth interview as the dominant and the Focus Group Discussion less dominant accordingly. Specifically, the study objectives were explored through the lens of Bureaucratic Theory, the Public Choice Theory and System Theory. These

theoretical concepts guided the study and supported the findings. Therefore, this chapter augments the findings of the research. The discussion is presented using the Focus Group Discussion finding to complement the In-depth interview findings. According to Creswell and Clark (2007), a triangulation approach helps to match, confirm or disconfirm the results in the discussion section. This approach focuses on how each of the data supports each other.

The discussion is therefore centered on the order of the research questions in relation to the sub-themes and sub sub-themes that emerged through the use of NVivo 10, a qualitative analysis software.

Civil service remains an expedient spring board upon which every nation takes off her developmental strides. The institution is fundamental and strategic particularly to Nigeria as a developing country. Development of civil service in Nigeria is tied to the colonial administration even though the period recorded unprecedented reforms. Quest for reform in the civil service became very essential and regular given the observed poor service delivery. The crux of this study therefore, is to explore the dimensions and challenges of civil service reform in Nigeria with the view to finding the solution as well as the impacts of the reform. The discussion was therefore structured according to the themes that emerged from the findings.

6.2 Context for Service Delivery Reform

Successive Nigerian administrations have pursued one variant of reform or another in the federal civil service since the country's attainment of political independence. Yet, the federal civil service, as an essential organ of the

executive arm of the government, still requires more reforms. The problems that instigated the introduction of a series of reforms in the federal civil service in 1999 consequent upon the inauguration of the democratic government included erosion of public service ethics, ageing workforce, poor succession planning, inappropriate organizational structures, unproductive work operations, lack of competent leadership, corruption, lackadaisical attitude of civil servants etc. In relation to this and based on the first research question, the findings from this study discovered further than imagined. The analysis discovered that deteriorating public service quality and poor quality measurement strategies are the major context within which service delivery reform is operated. Therefore, this section which focuses on the theme one of both In-depth interview and Focus Group Discussion findings has two major contexts (sub-themes) within which seven issues (sub sub-themes) are subsumed were discussed.

6.2.1 Deteriorating Public Service Quality

The study discovered that deteriorating public service quality is evident in service delivery in Nigeria and that the series of reforms that have been carried out have not remedied the problem. The relevant staff in the federal ministry and union leaders emphasized that there is no doubt about the fact that the Nigerian Civil Service has deteriorated in terms of service provision which by implication according to them is a great problem. The informants expressed that problem aroused based on the service Irregularities which made it impossible to meet the expectations of the people nor to the standards expected. Similarly, it was discovered that slow service delivery which the Nigerian civil service has become to be known for is a context within service delivery can be understood.

Another issue that emerged from both the interview and the focus group discussion was the undue outside influences usually experienced in Nigeria of which civil service was not invulnerable. The other observed reason by the informants was the unfriendly client relation that has become attitude of most civil servants in Nigeria.

6.2.2 Poor Quality Measurement Strategies

Civil Service as a government institution plays important role in ensuring that government policies result in tangible services for the population. In fact, without the body of professional civil servants, national government cannot operate effectively and efficiently. However, the findings from this study revealed that poor measurement strategies have shown to be major challenge for the success of the reforms of various government. The informants indicated that incongruent monitoring on the implementation of the reform has made it possible to perform below expectation. As noted the sources said managing individual performance of workers requires supervisors to plan, explain, clarify, test for agreement, monitor and provide feedback. They therefore concluded that performance management in the public sector is poor and ineffective.

From another perspective, both the findings from In-depth interview and Focus Group Discussion emphasized that poor feedback on service delivery could be responsible for the experience. In relation to that, it was discovered that poor information storage is also a problem. The findings finally showed that the management of information has always been a problem which impact greatly on the operation of service delivery even after the reform.

6.3 Challenges of Reform for Service Delivery

This section discusses the challenges of reform on service delivery in achieving the desired objectives in Nigeria from data gathered and analyzed through In-depth interview and Focus Group Discussion. The findings reinforced that in Nigeria, the civil service has been entangled in general multitudes of complications such as Administrative Ineptitude, Obstacles to Service Delivery and Weaken Oversight Institutions in spite of the reforms. The informants acknowledged that it was due to a result-oriented and modern civil service that necessitated the consecutive governments in Nigeria to have introduced reforms aimed at improving the efficiency and effectiveness of the civil service. Still, as revealed by the findings, the service remains inefficient and suffers from obsolescence, lethargy and a lack of enthusiasm in carrying out government policies. In all, three main challenges (sub-themes), and 10 issues (sub sub-themes) subsumed, were discussed in succession.

6.3.1 Administrative Ineptitude

Aggregation of the perceptions of the informants from the findings showed that the nucleus of the genesis regarding service delivery in Nigeria emerged from the administrative ineptitude. Specifically, the informants pointed to the challenges in human resources management which they described as all activities bothering on staff performance. It was revealed that competency, qualification and meritocracy is what is lacking as such the challenge being experienced. Similarly, the finding from both In-depth interview and Focus Group Discussion, showed that inadequate staff welfare is causing some challenges in the delivery

of service. This was perceived to be the core of the degeneration that have almost pervaded the entire fabric of the country's public service.

The finding which emerged just from the In-depth Interview is poor recruitment policies. The end result is that the civil service functions as an employment mechanism and not a service delivery mechanism with over 70 percent recurrent expenditure. Consequently, there is poor delivery of public goods and services. From the In-depth interview was also perception on promotion stagnancy in the civil service. The informants noted that service delivery is having a lot of complain because those who will provide the service are themselves not happy as most of them are stagnant in one place without promotion.

6.3.2 Obstacles to Service Delivery

Emerging from this study's findings was the fact that there are some direct and indirect obstacles which debar service delivery in Nigeria. The challenge was linked to conflict of interest among staff, over bloated bureaucracy, politicization of the civil service as well as systemic malfunctions. It will be recalled that the Federal Civil Service Commission was established on a merit-based foundation, independent and free from interference and influence. On the basis of this foundation, the Federal Civil Service right from its early existence imbibed certain principles that translated into the core values that define its character. The core values upon which the FCSC is built Include.

Many of the Informants disclosed that conflict of interest among staff is endemic. The service delivery reform in Nigeria is still a challenge because of the extent of conflict of interest among the civil servants. Another perception

which relate to ineptitude was the complain of over bloated bureaucracy imposed on workers by the government. It is well known that the cost of governance in Nigeria is very high. Most of these incidents are linked to handling. Political neutrality, which implies that public servants should not allow political considerations to influence their actions while implementing Government decisions politicization of the civil service.

6.3.3 Weaken Oversight Institutions

The Federal Civil Service Commission was established on a merit-based foundation, independent and free from interference and influence. On the basis of this foundation, the Federal Civil Service right from its early existence imbibed certain principles that translated into the core values that define its character. From the study's data, within the in-depth interview and Focus group discussion, it was discovered that weaken oversight institutions have added seriously to the challenges in civil service delivery.

The findings showed that corruption, mismanagement of fund and inadequate funding constituted oversight institutions have become weaken. Most of the informants perceived that with these institutions not as potent as expected, the civil service reforms will need more reforms. In line with this, scholars also have highlighted that except the weaken institutions have redeemed. Civil service delivery remained a mirage. According to Igbuzor (2017) the weaknesses in accountability in Nigeria manifests in weakness of oversight institutions, weak external demand, lack of transparency, weak monitoring and evaluation and lack

of internal control. On patronage and corruption, it is well known and documented that corruption is prevalent, deep and widespread in Nigeria.

Consequently, Nigeria has been regularly regarded among the most corrupt countries in the world by Transparency International in its Corruption Perception Index. In 2011, Nigeria was ranked 143rd out of 183 countries. Similarly, in 2012, Nigeria was ranked 139th out of 176 countries and in 2013, again Nigeria was positioned at the 144th place out of 177 countries. In the same way, in 2014 as well as 2015, Nigeria ranked 136 out of 175 and 170 countries in that order.

6.4 Milieus for Failure of Reform in Service Delivery

One of the problems of Civil Service in Nigeria is the payment of poor as well as irregular salaries to civil servants. In fact, most of the civil servants in the country are often underpaid therefore triggers other problems. This study discovered that the state of income in the public service makes it unappealing to good experts and technocrats. Competent professionals in the service over and over again transfer their service to other places having realized that they can earn better in other places, in addition to this, sometimes fail to appear frequently at work. Besides the fact that the salaries paid to civil servants are poor, the government also fails to pay its workers regularly. Irregular payment of salaries often leads to strikes then these strikes often affect the peoples greatly.

Consequently, according to Saxena (2013) there is a pervasive opinion that public servants have not delivered what was anticipated from them. On the other hand, returns from improving efficiency of the government are immense. An

efficient public service is essential for benefits to reach the socially and economically weaker sections of the society who have fewer alternatives to services provided by government. These perceptions were discussed subsequently under the following sub-themes: administrative constraints and disregard for rules and regulations.

This implanted problem is evidence on some basic factors as discovered by this study that have hindered and still hindering effective service delivery in Nigerian public administration. Similarly, according to Badmus (2017) the factors that are contributory to its failure are poor attitude of public servants towards effective as well as efficient service delivery is worrying. Not astonishingly, the promotion in public service in most cases is not tie to workers' performance and merit; but other personal considerations are given more priority.

Similarly, structural survival of public institutions is not leveraged on end user assessment and fulfillment with the services rendered, instead public institutions survival is determined by act of patron-client relations and other ancient sentiments. Consequently, lack of professionalism in public administration is peculiar to the problems faced by many countries in the 21st century, particularly the developing economies and democracies (Famosaya, 2013). These problems involve globalization pressure, competing demand for services that require high professionalism and the skilled distribution,

6.4.1 Administrative Constraints

The Nigerian Civil Service is an administrative body which is established under the executive arm of the government. Its main functions include, but not limited to, formulating and implementing the policies of the Nigerian government, which in summary means administering of government activities. However, it has been discovered that administrative limitations and contradictions have hampered greatly, the provision of service delivery. Based on the perceptions of the informants, it was discovered that one of the major reasons for the failure of civil service is that most of the civil servants do not undertake the essential training as well as retraining that is required for him or her to perform at peak. This may be due to a number of factors, some of which were identified by the informants to be mainly due to lack of resources to carry out the training.

In relation to this discovery, it was also established that lack of political will to do the right things by the representative of the government is hampering good service delivery. Meanwhile, from the conclusion of the informant in both the In-depth interview and Focus group discussion, it was disclosed that there is poor attitude to work, amongst civil servants. A large percentage of civil servants put up very poor attitude to work, reluctant to work, and this greatly affects the service they render. It was established that most of the civil servants are not motivated to work for a good number of reasons. One of the reasons is that they are not happy with their job. Therefore, the findings conducted among civil servants showed that most civil servants only work because of money. If given the opportunity, most of them will opt in for other jobs they are adoring. Another

thing causing poor attitude to work and the eventual civil service delivery is the working condition of civil servants.

In addition to this perception, the sources established also that where low awareness permeate the rank of civil servant, the service delivery will be affected because they would not be aware of new innovation and the needs of the public. Corroborating this view, the civil service has operated over the years as an establishment that appears invulnerable to change as well as innovation. Therefore, it was made known that, the main reason for this was lack of awareness that shuts the door against the introduction of new regulations and rules or revision of old rules in the light of their apparent triviality.

6.4.2 Disregard for Rules and Regulations

There are many means through which the rules and regulation were broken and disregarded. However, another problem with the civil service is the poor attitude to work, amongst civil servants. A large percentage of civil servants put up very poor attitude to work. They display the reluctance to work, and this greatly affects the service they render. These civil servants are not motivated to work for a good number of reasons. One of the reasons why civil servants are not motivated to work is that they are not happy with their job. An assessment conducted among civil servants showed that most civil servants only work because of money. If given the opportunity, a lot of them will opt in for other jobs. Another thing causing poor attitude to work is the working condition of civil servants.

There is the need to turn the around the present state of policies in Nigeria which are insubstantial, incoherent, inconsistent and insufficiently aligned to strategic priorities identified in national development plans. In line with the perceptions of the informants, Egwoba (2006) also reiterated that the rate of indiscipline in the civil service is so frightening that even junior workers (i.e. cleaners and messengers) do not submit themselves to simple rules as well as regulation guiding their activities and conduct. Some workers operate or carry out their schedule as if they are not responsible to anybody. They see themselves as “sacred cows” that are unchallenged since they are close to the powers that be. There is also total disregard for respect of superior officers, punctuality to work, negligence of duty absenteeism, and so on.

On the part of unionism agitation, the findings discovered that sometimes, it goes beyond normal protest to unruly and indiscipline behavior. According to Paul, Usman, and Ali (2013) trade union movements though primarily worker interest has assumed point of attention at refinement of the major policies of the government to the benefit of the poor masses. This they have been doing through the instrumentalities of industrial relations like peaceful demonstrations and strike actions. Consequently, the role that labour unions play cannot be overstated therefore, the call for its involvement in the reform process of the civil service in Nigeria.

6.5 Solutions to Challenges of Service Delivery Reform

A number of governments have embarked on reforms, since Nigeria independence, in order to reverse the negative trend both in the public sector as

well as the overall economy. There have been seven reforms in the Public Service since Nigeria gained political independence from Britain. However, these reforms were not fully implemented, due largely to these and some other impediments: Frequency of mobility of senior civil servants. This trend has brought about a lack of continuity in Public policy (Phillips & Adedotun 1988); The malady of corruption, which is widespread (Obasi and Isaac 1988), haphazard training programs for public officers (Phillips & Adedotun 1988), incompetence (“square pegs in round holes”) Adamolekun (1985), self-interest of public officials (Dwivedi 1985), weakness of Public accountability (Olowo 1985), and diversion of Public funds with impunity.

These are also the used for promotion, instead of hard work and productivity, Civil servants’ attitude and Political interference (Achebe, 1983). The hiring and firing of civil servants are more often than not based on personal vendetta rather than on productivity- related indicators. The high incidence of corruption and the growth of the hidden economy have combined to serve as barrier to the implementation of civil service reforms in Nigeria. This, have render the Nigerian civil service and the rest of the economy inefficient.

The realization of these as well as the challenges identified by this study make it unavoidable upon Nigeria to reform her public service. It is an appropriate and proper step to take because the Nigerian civil service reform is an occurrence that gains its steam from globalization. Therefore, to do anything contrary to the demands of globalization is to swim against the tide with all its attendant consequences.

As discovered by this study, due to various problem retarding service delivery, successive Nigerian governments have established one variation of reform or another in the federal civil service since the country's attainment of political independence. But, as discovered, the federal civil service, as an arm of the government, still needs more reforms. The complications that prompted the introduction of several transformations in the central civil service in 1999 involved destruction of public service ethics, elderly workforce, poor replacement arrangement, unfitting organizational setup, unfruitful work procedures, shortage of capable management, etc.

Nevertheless, these problems are currently the same challenges that this study discovered through both In-depth interviews and Focus group discussion data as facing the federal civil service today. Each of the appropriate solutions are grouped into themes as discussed in succession in the following sessions.

6.5.1 Restructuring Service Delivery

The present state of the public service has been identified as needing restructuring in order for better service delivery and generally to provide services to meet the expectations of the people. Similarly, solution is required against these multitude of problems in order to meet the standards expected by SERVICOM for several reasons including lack of capacity, poor orientation and attitude, weak incentives, weak monitoring and evaluation system and corruption. The findings from In-depth interviews and Focus Group Discussions discovered that solutions can be derived by creating enabling environment, by ensuring employment by merit and federal character, solution through the

implementation of new salary structure, and if adequate public private partnership is ensured.

The general perception from the informants is that civil service helps to put in place systems as well as processes that will help to deliver services to citizens. It is envisaged that by making core systems and processes more effective and by addressing specific delivery issues, we will have more capable government at all levels that is increasingly using transparency and accountability mechanisms to pursue delivery of service targets. As service delivery solutions are implemented and core system improvements and accountability mechanisms are used, governments will act more responsively to deliver improved performance in some areas of public administration and service delivery.

The restructuring of civil service for quality delivery dates back to the beginning of the twentieth century with the introduction of British rule in Nigeria. The colonial rulers introduced a dual system administration: direct rule in the South and indirect rule in the North. A more formal civil service emerged only in 1914, when the Northern and Southern protectorates were amalgamated to form the present geographical space called Nigeria (Ikellionwu, 2011). This, however, did not instantly lead to a unified civil service until 1945 when significant changes were introduced based on recommendations of the Waiyoni committee.

These changes included the admission of Africans into higher grades of the civil service and the creation of the central public service board. In 1954 the federal public service commission was established and granted full powers to appoint, promote, dismiss and discipline junior civil servants. At independence on 1

October 1960, the powers of the renamed federal civil service commission were extended to cover all civil service grades. (Salisu, 2001). Oronsaye (2009) is of the view that the establishment of the Nigeria civil service dates back to the 13th March 1862 when the British government declared its interest in the port and island of Lagos under the title of the settlement of Lagos.

A government was constituted and provision was made for the various posts of the offices of private secretary to the governor and Auditor for public Accounts, Chief Clerk, Collector of Customs, Judge Gaoler and registrar were established shortly afterwards. By 1906, the British government had extended its authority over most of Nigeria. The government began to establish its instrument of law and order such as departments of judiciary, police, prisons and added public works department and departments of customs, ports and telegraph. Marine and mines in quick. In spite of the foregoing, the origin of the Nigerian civil service can best be traced to the amalgamated administration of Northern and Southern Nigeria from 1914. The real structure of the service as we now know it was put in place by Sir Hugh Clifford who succeeded Lord Lugard and was appointed governor of Nigeria. He established a central secretariat in Lagos in 1921.

6.5.2 Service Delivery Reform Score Card

Though, the reform has assisted in providing information for decision making as well as adequate awareness about the reform still more awareness campaign is required. Awareness campaign through radio, television, newspapers, magazines, pamphlets, and so on is required. Meanwhile, due to the failure of some aspect of the reform, the mechanism being adopted for filtering reform policy has started

yielding fruits. This was clearly confirmed by the informants. As established by the informants, one of the challenges of the civil service reform policy of the government is the absence of link and continuity of policy implementation from one government to the other. Having realized this, most of the informants have suggested that the previous government should be able to imbibe the spirit of continuity and once that is done it will pay way for speedy and rapid development.

The bureaucratic in addition to the administrative ineptitude of civil service make the entire process more complex and resulting to distorted assertion that human resource management is inefficient ineffective in the civil service, human resource management is the blood that follow in the vein of every service which civil service is not an exceptional to the principle of practice. However, what distinguish the ways in which the two importance factors (human resource management and civil service) is the knowledge and capacity of the human resource managers to implement the practice appropriately, that does mean that HRM is ineffective in the civil service.

6.5.3 Stakeholders' Expectations from Civil Service Delivery

Despite the series of civil service reforms introduced by successive government in Nigeria to redeem the image of public service which has been battered by corruption, but it has remained widespread and pervasive because of failure to utilize universally accepted and tested strategy. Based on this study finding therefore, it was discovered that the anti-corruption fight must be guided by legislative framework for transparent and accountable government; political will and commitment to fight corruption; comprehensive strategy that is systematic,

comprehensive, consistent, focused, publicized, non-selective and non-partisan; protection of Whistle blowers; political reform to curb political corruption especially election rigging; reform of substantive programmes and administrative procedures; mobilisation for social re-orientation; independent media; adequate remuneration for workers to reflect the responsibilities of their post and a living wage; code of ethics for Political office holders.

As part of what emerged from this study's findings, widespread use of the internet has made citizens more aware and to have increase expectations that puts civil servants under greater public scrutiny. Against this background, public service delivery has acquired new scopes as governments need to respond not only to changes in the global environment but also to the demands of an active citizenry. Formulating cohesive policies and their effective application would require an adjustable and efficient public service that can anticipate emerging challenges and ensure that potential strategies are informed by better understanding of future contexts. It must also learn to endow people and be able to work with them, as traditional vertical accountability systems can act as a major inhibition to working across boundaries.

Arising from this also is the fact that there is a widespread perception that civil servants have not delivered what was expected from them. Therefore, an efficient public service is for benefits to reach the socially as well as economically weaker sections of the society who have fewer alternatives to services provided by government. Simple allocation of funds for programs that do not work effectively would be a waste of public money except additional

struggles are spent on improving government effectiveness, and also to safeguard that the poor are able to take part and put pressure on public administration to deliver so that they receive the intended benefits.

6.6 Conclusion

In this section, what the study has contributed to theory, methodology as well as management of civil service reforms were highlighted. Similarly, based on the findings from both methodological approaches employed in this study, incisive conclusions and recommendations were made.

It can be concluded based on the findings of this study that the civil service reforms carried out over the years in Nigeria had not really achieved the aims and objectives intended, which among other things, is the revolution of public sector and other sectors in the country. There have been some challenging areas that encumber the actualization of a very successful civil service reform. Some of these problems have been identified and how they will be solved were adequately advanced.

The Nigeria civil service delivers poor services to citizens of this country. There have been lots of reforms, but none of these reforms have been able to make great changes to the poor condition of the civil service. The notable areas of popular demands for improved service delivery are electricity supply, water supply, postal services, medical services, education, environment, transportation and petrochemical among others. The consistent failure of civil service to meet the people's demands in terms of provision of quality goods and services has

manifested in four major ways as discovered by this study; level of satisfaction, trust, reliability and legitimacy. The level of citizen satisfaction in service delivered by the government through civil service is a serious factor in the defining acceptance.

6.6.1 Theoretical Contributions

The outcome of this study has provided theoretical implication on the civil service delivery in Nigeria. The reasons, challenges and solutions for the handling successfully of the civil service reform which have puzzled researchers for sometimes were identified by this study. Therefore, in answering the objective set earlier on, this study has drawn together previous gaps relating to the challenges confronting civil service reform in Nigeria.

This study has been consistently driven at every section and chapter by three theories namely; bureaucratic theory, the theory of public choice, and system theory. Premise on this, the issue and gaps which tend to remain a challenge in the scope of civil service delivery performance and effectiveness were explored from the lenses of the three theories with the objectives of creating deeper understanding. One of the significant theoretical implication established by this study is that it provides the overall perspectives on the way forward for the challenges of several civil service reforms that have been introduced but not effective in Nigeria.

The concept of bureaucracy has been subjected to repeated criticisms among scholars (Reynolds, 2017; Schug& Fontanini, 1994). The concept has been used

as a synonym for inefficiency, red tape, stupidity, secrecy, smugness, aggressiveness and self-interest (Stillman, 1996). This castigation notwithstanding, the concept is an ambiguous term which can be taken to mean different things. For instance, it might be taken to mean the type of organization used by modern government for the conduct of its various specialized functions, embodied in the administrative system and personified more specifically by the civil service, it might also mean a mechanistic and formal approach in carrying out such functions, to the point of indifference toward the effects achieved.

A lot of challenges have been posed as to whether the features of bureaucracy and civil service can be universally applicable or put differently, whether the bureaucrats and civil servants have lived up to their features in terms of their practical performance or operation in Nigeria. In testing and applying the Bureaucratic Theory to this work's findings, it is being established that the civil service reform has emphasized several influences all which are related to the theory. Everything contained in bureaucracy principle such as civil service reform responsibilities exist to achieve some goal. While defining civil service activities, Bureaucracies are applicable at the federal, state, and local levels of government, and even large private corporations may be bureaucratically organized.

Therefore, Bureaucratic Theory explains operations of people who work for government and its agencies, from high-level managers as well as executives to clerical staff, are called bureaucrats. The administrator of a large urban school district is a bureaucrat, as are the teachers, librarians, nurses, and security guards. The terms bureaucrat and bureaucracy have negative connotations.

Significantly, this study found empirical evidence which answered this characteristic of bureaucracy and corroborated it.

The study discovered that bureaucracy is a challenge which constraint civil service reforms in Nigeria. They bring to mind long, difficult forms; standing in long lines; and encounters with inflexible and unsympathetic clerks. In relation to this theory, it was discovered that the simplest requests are tangled in red tape, the paperwork that slows down accomplishment of an otherwise simple task are all that relate to civil service poor delivery. Though, notwithstanding this popular perception, bureaucracy is necessary for big governmental agencies to operate.

Furthermore, in line with Bureaucratic Theory assumptions, this study found that nature of civil service reform that all tasks in the public service, or in a particular tier of the hierarchy, are to be performed based on rules. The rules are often called standard operating procedures (SOP) and are formalized in procedures manuals. By following the rules, bureaucrats waste no time in making appropriate decisions. In relation to this, Reynolds (2017) noted that Bureaucracies depend upon written rules and communication. Effective bureaucracies depend on rules based on rational examination of problems and development of the most effective method of accomplishing objectives. Successful bureaucracies regularly review organization charts, employee policies, memos and methodologies.

Therefore, this study theoretically contributes to knowledge having explored and established the extent as well as the link between civil service reform and

Bureaucratic Theory assumptions especially as in the area of efficiency which, Max Weber insisted, is one of the hallmarks of a bureaucracy. Accordingly, in relation to the findings of this study, it includes harnessing technology for the operation of civil service delivery, but it also applied to allocating enough funding and determining the well-organized way of implementing the reform, and delivering services. In relation to the study's proffered solutions to the challenges of civil service reform, regular monitoring and evaluation of the reforms policy and procedures, employee effectiveness and job function are all parts of forging an efficient bureaucracy.

The analytical perspective of the Public Choice Theory is useful and applicable in the understanding of civil service reform in Nigeria. The theory began as a critique of the increasing politicization of the apparatuses of government and the self-serving tendencies of bureaucracies in modern state (Parson, 1997). Some of the fundamental assumptions of the theory, according to Parson (1997) the political processes of liberal democracy are failing to control the growth of political and bureaucratic power due to the influence of party politics. This assumption was buttressed and strengthened by the evidence from this study as it relates to challenges of reform for service delivery. The study discovered that one of the major constraint to the success of the civil service reform is the problem of politicization of reform activities. Just as the Public Choice Theory propounds, the study also established that the traditional role of the civil service in Nigeria has been relentlessly weakened by the politicization of the civil service in recent years, undermining its integrity and reliability.

As revealed by this study's findings, the public choice theory is especially useful in the study of the past because it presents an explanation of how a special interest group such as administrators of civil service reform, which represents a small number of constituents, can decisively influence legislation that benefits only a few while imposing a relatively small cost on many. The main drive of civil service reform is to increase the efficiency and effectiveness of the service delivery to meet the needs and aspirations of all citizens (Corkey 1997). Similarly, based on this study's findings, a competent and motivated civil service is a prerequisite for maintenance of public goods and services, fiscal management and sustainability, and efficient and effective performance of government.

Another perspective of the Public choice theory which confirms this study's findings is that individual behavior within the civil service system is motivated by incentives similar to those motivating behavior in the private sector. Therefore, according to Schug and Fontanini (1994) monetary rewards, to be sure, play an important role in the decisions of public officials. Similarly, evidences from this study have revealed that the situation is such that on-job assessment does not, in any significant way, determine the promotability of serving officers, and this means that a good number of very productive, efficient and hardworking officers could stagnate on the same grade without promotion for years on grounds that they were assessed to have failed some promotion examination which their indolent, inefficient and unproductive colleagues had passed.

The Public Choice Theory also consider many other incentives, including family security, recognition, travel, access to information, and satisfaction as important for effectiveness. Similarly, arising from this evidence, this study's contributions provide theoretical understanding on the impact of staff welfare in the civil service reform. According to the finding, this is a recurring problem of the Nigerian federal civil service, though, it is not peculiar to Nigeria. There is the impression that most African countries seemed to have lost the capacity to pay for a high-quality civil service due to the poverty that ravages their economies.

Consequently, the staff welfare is seriously affected. Similarly, bureaucrats consider incentives such as expanding budgets for favored projects, gaining promotion, obtaining more and more highly skilled staff, and expanding influence with decision makers. Because such incentives influence political leaders' decisions, we can predict actions they might take. The Public Choice Theory challenges the traditionally established public interest theory of democratic government which holds that decision making in government is motivated by selfish benevolence by elected representatives or government employees. In other words, public interest theory presumes that public servants are motivated by a desire to maximize society's welfare.

Civil service programs are generally designed to improve the core function of the civil service and to create a workforce of the size and with the incentives, accountability, ethos, and skills needed to provide quality public services. One of the elements of public choice theory that aligns most closely with the discovery of this study is in the area the general problem that constraint civil service reform among are low morale, corruption, limited training, inefficiency, and

poor compensation constitute the key issues addressed in this study, within the context of Nigeria's civil service reform experience.

The most important contribution of Public Choice Theory is that it recognizes that self-interest determine the activities of politicians as well as other people in a position of authority such as those in charge of civil service reform implementation. Therefore, the theory wants us to understand self-interest is far more serious because self-interest actions can be disastrous for the society. Consequently, the analysis of this study has shown that the poor attitude of workers particularly, in the public sector to issue of service delivery have impacted negatively on customers' satisfaction and on political and economic development of the society at large.

Similarly, the Nigerian civil service has often come under heavy criticism for poor organization, poor planning, overstaffing, indiscipline, red tape and secrecy, insensitivity, rigidity and over centralization, apathy, incompetence, corruption and favouritism, high-handedness, laziness, truancy and malingering (Adamolekun, 1986). Based on this understanding, it can be concluded that as revealed by this study and buttressed by Public Choice Theory, the challenges emanating from the series of reforms which have been introduced but failed to address the problem of service delivery can be understood from self-interest actions linked to lack of training, low remuneration, project and policy discontinuities, unions' agitation and mismanagement of fund.

The service delivery in Nigeria has remained a challenged while the erstwhile causes identified and solutions offered in the past have not really helped in the containment. Based on this, therefore, there is a need for a new approach to investigate the series of reforms that have been introduced by successive government. This therefore was the drive for this study's application of System Theory for the understanding of the problem. Meanwhile, the Systems Theory is an interdisciplinary theory about every system in nature, in society and in many scientific domains as well as a framework with which we can investigate phenomena, such as civil service reform, from a holistic approach (Capra, 1997). Based on this therefore, from the perspectives of system theory, significantly also, this study has contributed to knowledge and understanding of the foundation of failed civil service delivery which is based on certain factors within the environment therefore makes it imperative for reform.

Meanwhile, in corroborating the holistic objectives that guided this study, Mele, Pels and Polese (2010) highlighted that the systemic perspective argues that a phenomenon like civil service delivery, cannot be easily understood simply by breaking it up into elementary parts and then reforming, instead there is a need to apply a comprehensive idea to underscore its functioning. Buttressing this, Gibson (2017) describe the focus of system theory as that which sees the society as a complex arrangement of elements, including individuals and their beliefs, as they relate to a whole. From another perspective, The System Theory can be linked to this study based on the approach that civil service reform is seen as a holistic system, characterized by a high degree of integration between the factors intervening in the process of value creation, that is, service delivery (Grant, Shani& Krishnan, 1994).

Meanwhile, in relation to this study the intervening factor that impedes in the process of civil service reforms and by implication in the service delivery are enumerated. All sorts of vices including indiscipline, corruption, and so on today pervert the civil Service. The public service business is being done with total disregard for transparency and accountability. This study's findings therefore discovered that these factors have become the proverbial "clog in the wheel of natural progress". It was discovered that there is crisis in the established and recognized framework for discipline in the public service despite all governmental efforts in form of administrative reforms, institutional reforms that have taken place in the past.

The situation as discovered in the findings is not different from what is obtained across all categories of civil servants, be it federal, state or local government. In fact, the existing low-morale, apathy to work, lack of transparency and accountability, inefficiency and other forms of social vices prevalent are to a large extent attributed to lack of discipline among the workers. Grounded on this study's findings therefore, it can be established that the lack of transparency, weak accountability, lack of responsiveness, and inefficiency had, therefore, compromised good governance in Nigeria. The attendant consequence was unchecked and pervasive corruption that adversely affected growth and service delivery in many ways.

In relation to System Theory, the reforming of the structure of civil service alone cannot perform wonders, except the men who are to carry out this service delivery are competent and suite for the jobs, in addition to an enabling environment for people to perform at their maximum. The effectiveness and

performance of the public service depends on the presence of a systematic and firm disciplinary procedure. It involves sanctioning erring employee staff and rewarding compliant employees. When such standards are set, and engrained in the reform civil servants are more likely to have good morale than when such conditions are either absent to loosely enforce.

Systems theory is also touched on how society adapts to its environment, especially, the union and non-complying staff, through adjustments. This perspective also emerged from this study that union in the course of fighting for their members' right break some rule and regulations of civil service. According to Paul, Usman, and Ali (2013) the role of labour unions is to primarily serve the interest of the workers who are members of the union. However, adapting to the environment the contemporary trade union movements need to possess a large scope of exposure, for much is expected of them.

Based on this, it can be concluded that for reform of government to be successful, the role that labour unions play needs to be considered for involvement in the reform process of the civil service in Nigeria. This study conclusion was buttressed by the World Bank (2002), Paul, et al., (2013) that among the contents of the institutional reform project, the civil service reform is the most critical one that attempts to humanize the civil service by introducing a system of federal character in the employment and appointment. The quest for the involvement of workers' union in the transformation of the Nigerian Civil Service begins from the belief that there cannot be any meaningful civil service reform implementation without disciplined civil servants. Supporting this conclusion also, Paul et al., (2013) submitted that, there is no gain-saying the

fact that the Nigeria civil service has undergone several reforms dating from pre-independence to post independence period. Some of these reforms were the by-product of several struggles by labour union movements targeted at bringing a good work agenda for effective service delivery.

Arising from the three theories applied for this study and the findings that emerged from this study's analysis, it can be authoritatively concluded on the following thus:

Firstly, punishment and discipline of civil servant should not be the first thing but to train first. Training is additional component of positive discipline system theory emphasized. When employees are properly trained on the expectations of the public from them as well as the implementation of reform, they will know the rules and they will know where they stand.

Another component which is a requirement of progressive self-restraint is that the leadership must set example for their subordinates to follow. As discovered in this study, where there is a case of inadequate funding there is high probability of lack of discipline. This was corroborated by Gina (2006) who claimed that another prerequisite of positive discipline is that the leadership must set example for their subordinates to follow.

6.6.2 Practical Contributions

This research work is important in theoretical and practical to knowledge as well as human existence. It is also important given numerous reforms that have been introduced and failed to achieve the desired results. Thus, this study expands

understanding and views of how meaningful civil service delivery can be attained. Largely, the findings of this study would provide useful and rare objective understanding about the civil service reform that can be made to work.

On the part of the government, having been revealed by this study that Inadequate staff welfare, Poor recruitment policies, Promotion stagnancy, Obstacles to Service Delivery, Conflict of interest, Over Bloated Bureaucracy, Politicization of the Civil Service, Systemic malfunctions Weaken Oversight Institutions, Low budget Corruption, Mismanagement of fund and Inadequate Funding are the major problems constraining the reform, the government and all stakeholders will be guided on the challenges. On the other hand, the feasible solution empirically established will also assist the government in the right strategies to use. This contribution is particularly significant to civil service administration and the Nigeria authorities.

6.7 Recommendations

Although this study contributes some ground breaking evidence on the problems confronting civil service reform in Nigeria, it is being recommended that future research should expand the scope to state and local civil service which sometimes are bedeviled with set of different problems and may be needing different solutions. Similarly, having explored the challenges of civil service reform deeply through qualitative method and in order to obtain a better and multifaceted understanding of the civil service reforms, it is recommended that longitudinal studies should be conducted.

Another important recommendation from this study is that, the findings revealed and identified the problem in the Nigerian Civil Service from independence till date and offered solutions on how to improve the service, what is needed as far as the issue of quality service provision now is to adopt the solutions having in mind her social and economic factor. Also, the implementation strategy and measures, monitoring systems of the Civil Service are to be given preference so that the Nigerian Civil Service would be quality in terms of service delivery and result oriented geared towards the achievement of the nation's socio-economic development. Specifically, there is also the need to abide by federal character policies on recruitment, training and retraining of civil servants for effective service delivery. These policies will contribute enormously to enhancing and promoting professionalism, and virtuous values of honesty, integrity, discretion, accountability, and discipline in the implementation of the reform.

Currently, the Federal civil service and people are still faced with the problem of service delivery therefore, this study finds it necessary to recommend that there is a need for reform policy maker to embark on realistic, workable as well as practical reforms that have human face rather than the usual superficial approaches. First of all, there is need for the government to create enabling conditions of service that have been identified in the findings as one of the major problems. This has to do with ensuring adequate remuneration, welfare package and other incentives. If this is duly and religiously implemented, civil servants will be discouraged from using unethical means to get benefits from clients and the public in general.

6.8 Limitation

Aside the size (16) of the Informants interviewed across Federal parastatals, and the 17 participants across three Focus Group Discussion, the study only covered the Federal civil servants in Nigeria while the state and local civil servants who are equally import when it comes to the issue of service delivery are left out. This limitation which was unavoidable in order to have the research well bounded and well explored is believed to be marginal.

Furthermore, successive Nigerian administrations have pursued one variant of reform or another in the federal civil service since the country's attainment of political independence but there seems to be lack of attention at state and local civil servants but this study could not extent the coverage to these organs.

6.9 Suggestions for Future Research

This study has humbly explored its goals, but however wide-ranging a scholarly work has covered, more and new ground can still be focused to broaden its scope in future study. Based on this, the study is suggesting for future studies that longitudinal studies should be conducted to examine civil service reform.

Similarly, due to lack of attention at state and local civil servants it is been suggested that future studies should focus on them.

6.10 Chapter Summary

This chapter has been able to put in detail perspectives, all the findings which answered the questions set out for this study. Specifically, the contributions of this study were enumerated in line with the three theories that underpinned it.

It was highlighted that successive Nigerian administrations have introduced one variant of reform or another in the federal civil service since the country's attainment of political independence. Yet, the federal civil service, as an important organ of the executive arm of the government, still requires more reforms. Therefore, contained in this chapter, the major problems were enumerated within the sub-themes among which are administrative ineptitude, weaken oversight institutions, disregard for rules and regulations, and poor quality measurement strategies.

In view of these problems, there is a need for solutions on service delivery reform. Therefore, possible solutions to the challenges of civil service reform in Nigeria were discussed. Evidently, this chapter further established the contributions of the study along theoretical and practical based on the empirical evidence found in relation to the gaps established and the issues raised earlier in the problem statement. Therefore, appropriate recommendations for all stakeholders were specified while the new areas for further studies suggested.

REFERENCES

- Abdullah, A., & Van, D. R. H. (2010). Enhancing the performance of the public service in a developmental state: A country case study of Nigeria. Paper prepared for the 2008 African association for public administration and management (AAPAM) Accra, Ghana.
- Abdulrahman, A. A. (2014). The impact of military rule on Nigeria's nation building, 1966-1979, *Historical Research Papers*, 15, 18-23.
- Achebe, Chinua (1983). *The trouble with Nigeria*. London: Heinemann Publishers.
- Achimugu, H., Chukwurah, D. C., & Ochala, M. (2013). Repositioning Nigerian local governments for better performance: What potential does the E-government option hold? *Journal of Humanities and Social Science*, 12 (2), 8-19.
- Adamolekun, L. (1983). *Public administration: A Nigerian and comparative perspective*. Addison-Wesley, Longman Ltd.
- Adamolekun, L. (1986). *Politics and administration in Nigeria*. Spectrum Books, Ibadan.
- Adamolekun, L. (1985). *Salient features of the 1988 civil service reforms in Nigeria. 3rd Edition*. London: Sage Publications.
- Ademolokun, L. (1997). "Transforming the Civil Service". In: Diamond, L et al. (eds) *Transition Without End: Nigerian Politics and Civil Societies Under Babaginda*. London: Lynne Rienne.
- Adamolekun, L. (2002). Governance context and reorientation of government. *Public administration in Africa: Main issues and selected country studies*. Ibadan: Spectrum Books.
- Adamolekun, L. (2002). Central government organization. *Public administration in Africa: Main issue and selected country studies*. Ibadan: Spectrum Books Limited.
- Adedire, S. A. (2016). Re-inventing Nigerian civil service for effective service delivery in the 21st century. *Fountain University Journal of Management and Social Sciences*, 4(1), 104-117.
- Adegoroye, G. (2005). Mainstreaming ethics and professionalism in the public service: The Nigerian experience. At the conference on the African Charter and related reforms, Swakopmund, Namibia.

- Adegoroye, G. (2006). "Public service reforms for sustainable development: The Nigerian experience" Keynote address at the commonwealth advanced seminar, Wellington, New Zealand., 20th February- 3 rd March.
- Adegoroye, G. (2008). Public service reform for sustainable development: The Nigeria experience. Keynote address delivered at the commonwealth advanced seminar, Wellington, New Zealand, March 20th to February 3rd.
- Adejuwon, K. D. (2016). Improving civil service performance in Nigeria through the application of balanced scorecard methodology. *University of Mauritius Research Journal*, 22 (1), 280-308.
- Adeosun, A. B. (2012). Nigeria@ 50: The role of good governance and effective public administration towards achieving economic growth and stability in fledgling democracy. *International Journal of Politics and Good Governance*, 3(3.3), 1-17.
- Adetula, V., Kew, D., & Kwaja, C. (2010). Assessing democracy assistance: Nigeria.
- Adewumi, (1988). "The role of political executive under the 1988 civil service reform" in Ngum (ed). *Evolution of Nigerian civil service: The 1988 reform*. Zaria: Gaskiya.
- Adeyemi O. (2016). 10 Biggest Corruption Cases that Shook Nigeria in 2015. Green News Publication, Nigeria.
- Adeyemo, O. & Osunyikanmi, O. (2011). "Political influence on bureaucratic growth and social responsiveness: A case of Ondo state" Nigeria. *Journal of Department of Local Government Studies*, 1 (6), Faculty Administration, Obafemi Awolowo University, Ile, Ife, Nigeria.
- Adie, S., & Danquah, B.Y. (2002). The civil service performance improvement programme (CSPIP). In Ghana: Lessons experience. Paper presented at the 24th AAPAM annual conference on the African public service in the 21st century –new initiatives in performance management at the Lesotho Sun Hotel Maseru, Ghana.
- Adu, A. L. (1995). *The civil service in African state*, London: Allen and Irwin Ltd.
- Agagu, A.A. (2008). Re-inventing the Nigerian public service in an Age of reforms. *Pakistan Journal of Social Sciences*, 5(3), 243-252.

- Agboola, T. O., & Lamidi, K. O. (2017). New public management reforms in Nigerian democratic governance: Issues and challenges. *Journal of Research in National Development*, 15(1), 62-74.
- Agboola, T.O. (2017). Corruption and its effect on social service delivery in Nigeria. *Journal of Research in National Development*, 15(2), 104-114.
- Agboola, T.O. (2016). Service compact and service delivery in Nigeria: An empirical stud., *International Journal of Politics and Good Governance*, 7 (7), 1-26.
- Agunyai, S.C. (2015). Manpower development, capacity building and service delivery in Ife East Local Government Area of Osun State, Nigeria. *Journal of Public Administration and Policy Research*, 7 (1), 1-14.
- Agweda, T. O. (2007). The imperative of leadership in governance: *The Nigerian experience*. In A. S. Akpotor, Afolabi, A. O., Aigbokhaevbolo, M. O., Iganiga, B. O. and Odiagbe, O. S. (Eds.). *Cost of governance in Nigeria: An evaluative analysis*. Ekpoma: Faculty of Social Sciences, Ambrose Alli University Publishing House. pp. 175-187.
- Ahmad, J. K., Devarajan, S. Khemani & Shah. (2005). Decentralization and service delivery. *World Bank policy research working paper*, (3603).
- Ake, C. D. (2001). *Development in Africa*, Ibadan: Spectrum Books Limited.
- Ake, C. (1989). *Keynote address*. In: Ogbuagu, S.C (Ed): *Strategy for national development in Nigeria*: Calabar: University of Calabar: Press pp 11-20.
- Akintoye, V. A. & Opeyemi, O. A. (2014). Prospects for achieving sustainable development through the millennium development goals in Nigeria. *European Journal of Sustainable Development*, 3(1), 33-46.
- Akinsanya, A. A. (2002). The making of the 1979 Nigerian constitution. In *Nigerian government and politics (1979-1983)*. Ed. A. A. Akinsanya and G. J. Idang, Calabar: Wusen Publishers.
- Akpomuvire, M. (2007). The ecology of recruitment and selection of personnel in the federal civil service of Nigeria. *Journal of Humanities and Ecology*, 171 (1), 18-32.
- Akrani, G. (2011). Administrative management theory. School-Henri Fayol. *Kaylan City life*.
- Aladegbola, I. A., & Jaiyeola, F. (2016). Critique of public administrative reform system: Post-independence in Nigeria. *Africa's Public Service Delivery and Performance Review*, 4(1), 147-171.

- Alexander, P. (2010). Rebellion of the poor: South Africa's service delivery protests—a preliminary analysis. *Review of African Political Economy*, 37(123), 25-40.
- Aluko, M. & Adesopo, A. (2004). “An appraisal of the two faces of bureaucracy in relation to the Nigerian society.” *Journal of Social Science* Vol.8 No.1 Obafemi Awolowo University, Ile Ife, Nigeria.
- Amalu, C. (2006). Over NGN60 trillion was stolen by Nigerian past leaders – EFCC. *The Vanguard Newspaper*, October 17 p. 1.
- Anazodo, R. O., Igbokwe-Ibeto, C. J., Osawe, C. O., & Nkah, B. C. (2014). Grassroot leadership and sustainable development in Nigeria: Periscoping the impediments and exploring the imperatives. *Journal of Sustainable Development in Africa*, 16(6), 114-125.
- Anazodo, R. O., Okoye, J. C., & Chukwuemeka, E. E. O. (2012). Civil service reforms in Nigeria: The journey so far in service delivery. *Journal of Political Studies*, 19(2), 17-29.
- Anazodo, R. O., Okoye, J. C. & Chukwuemeka, E. E. O. (2012). Civil service reforms in Nigeria: The journey so far in service delivery. *Singaporean Journal of Business Economics, and Management studies*, 1 (2), 7-24.
- Anazodo, R. O., Okoye, J. C., & Emma, E. O. J. & Chukwuemeka, E. (2012). Civil service reforms in Nigeria: The journey so far in service delivery. *American Journal of Social and Management Sciences*, ISSN Print.
- Anazodo, R. O., Okoye, J. C. & Chukwuemeka, E. E. O. (2012). Civil service reforms in Nigeria: The journey so far in service delivery. *American Journal of Social and Management Science*, 3 (1), 17-29.
- Anazodo, R.O. (2009). Civil service in Nigeria: *An analysis of its bureaucratic effectiveness*, Onitsha: Abbot Books Ltd.
- Andrews, M., & Bategeka, L. (2013). Wider working paper No. 2013/117.
- Andrews, R., Boyne, G. A., & Enticott, G. (2006). Failure in the public sector: misfortune or mismanagement. *Public Management Review*, 8(2), 273-296.
- Anyadike, N. O. (2013). Human resource planning and employee productivity in Nigeria public organization. *Global Journal of Human Resource Management*, 1(4), 56-68.
- Aremu, A. & Babarinde, K. (2010). Multicultural education through technology: *A response to challenges of globalization in Africa*. In Afolayan, M.O

(ed). *Multiculturalism in the age of Mosaic*: Essay in Honour Rudolph G. Wilson Nova Science Publisher.

Arora, R. (2003). Good governance and the desideratum of sustainable efficiency: *The Indian experience*. In P. Sahni & U. Medury, (ed). *Development: Issues and strategies*, New Delhi: Prentice-Hall of India Governance Private Limited. Pp. 95-109.

Arowolo, D. (2012). Ethics, motivation and performance in Nigeria's public service. *Ethics*, 2(5), 37-43.

Augustus, A. (1982). *Principles and practices of public administration in Nigeria*. Ibadan: Spectrum Books Limited, 14-16.

Ayee, J. R. (2008). *Reforming the African public sector: Retrospect and prospects*. African Books Collective.

Aye, R. A. (2001). Civil service reform in Ghana. A case study of contemporary reform problems in Africa. *African Journal of Political Science*, 6 (1), 1-41.

Ayeni, A. (2010). Sustainable development through international cooperation in research and education". Contemporary issues in sustainable development: *Lessons for, and challenges to Nigeria*. Ibadan: The Postgraduate School University of Ibadan.

Ayeni, V.A. (1987). "The civil service and policy process" in Sanda, O.A., Olusola, O., and Ayeni, V.A. (eds.). *The impact of military rule on Nigeria's administration*. Ile-Ife: University of Ife Press Limited.

Ayeni, V. (2002). Public sector reform in developing countries: *A handbook of commonwealth experiences*. No 14-Commonwealth Secretariat.

Ayodele, B. (2004). Ethno-nationalistic militarism and the quest for democratic security in post-military Nigeria. *Perspectives on democracy and development in post-military Nigeria*. Ibadan: Julius and Julius Associates.

Azeez, A. (2004). Economic development and democratic sustenance. In H. A. Saliu (Ed.) *Nigeria under democratic rule (1999-2003)*. Ibadan: University Press, 1. pp. 32-44.

Azikiwe, U. (2006). Standard in tertiary education: Capacity building and sustainable development in Nigeria. A lead paper represented at the annual conference at the Faculty of Education. Nnamdi Azikiwe University Awka, Anambra, State.

- Badmus, G. B. (2017). The travail of service delivery and developmental failure in post-independence Nigeria. *Journal of Public Administration and Policy Research*, 9(3), 26-33.
- Balogun, M .J. (2001). Performance improvement and customer satisfaction a focus of public service reform: Trends and challenges in Africa. *Public Administration Quarterly*, 25(3).
- Bande, T. M. (2001). Managing diversity in the civil service: A brief examination of the Nigerian case. A paper presented at United Nations Group Meeting. New York. May 3rd-4.
- Barnard, C. I. (1938). The Functions of the Executive. *Cambridge, Massachussetts: Harvard University*.
- Basu, R. (1994). *Public administration, 3rd reversed & enlarged edition*. New Delhi: Sterling Publishers.
- Bayo, O. A. (2012). Federal civil service reform in Nigeria; The case of democratic centralism. *Journal of Radix International Educational and Research Consortium*, 1(10), 1-45.
- Bazeley, P., & Jackson, K. (Eds.). (2013). *Qualitative data analysis with NVivo*. Sage Publications Limited.
- Beetseh, K. (2014). Challenges of ethics and accountability in Nigerian civil service. *Journal of Poverty, Investment and Development*, 3 (1)1-5.
- Benbasat, I., Goldstein, D. K., & Mead, M. (1987). The case research strategy in studies of information systems. *Management Information Systems Quarterly*, 11(3), 369-386.
- Bentil, M. A. (2004). "50 years of civil service reform experience in *Anglophone Africa: Reflections on the past to guide the Future*" (Accra, Design Solutions).
- Bernard, H. R., & Ryan, G. W. (2009). Analysing qualitative data: *Systematic approaches*. SAGE publications.
- Blackshaw, P. (2006). The consumer-generated surveillance culture, <http://www.clickz.com/showPage.html?page=3576076>[accessed 28/6/2014].
- Bodunde, D. (2009). "The civil service and vision 2020 ". *The Nation*, Wednesday, September 9, p.32.

- Bogdanor V., ed. (1987). *The Blackwell Encyclopaedia of Political Institutions*, New York: Blackwell.
- Bortolotti, B., & Perotti, E. (2007). From government to regulatory governance: Privatization and the residual role of the State. *The World Bank Research Observer*, 22(1), 53-66.
- Boulding, K.E. (1956). General systems theory - the skeleton of Science. *Management Science*, 2 (6): 127-139.
- Brehm, J. O., & Gates, S. (1999). *Working, shirking, and sabotage: Bureaucratic response to a democratic public*. University of Michigan Press.
- Brinkerhoff, D. W., & Goldsmith, A. A. (2004). Good governance, clientelism, and patrimonialism: New perspectives on old problems. *International Public Management Journal*, 7, 163-186.
- Brodzka, A. (2012). Emerging economies-fiscal policies and international relations. *Journal of Economics Studies and Research* 2012, (2012)1-9.
- Brosamle, K. J. (2012). Civil service reform in developing countries: We do not really know what we are doing. *Hertie School of Governance. Berlin*.
- Brown, D. A. (1996). The invisibility factor: The limits of public choice theory and public institutions. *Browser Download This Paper*.
- Bryman, A., & Bell, E. (2015). *Business research methods*. Oxford University Press.
- Buchanan, J. M., & Tollison, R. D. (1984). *The theory of public choice--II*. University of Michigan Press.
- Bukenya, B., & Yanguas, P. (2013). Building state capacity for inclusive development: The politics of public sector reform. *Working paper No 25*.
- Burgess, J. (1996). Focusing on fear: The use of focus groups in a project for the community forest Unit, Countryside Commission. *Area*, 130-135.
- Bureau of Public Service Reforms. (2005). *Public Service Reform*. Abuja, Nigeria: Bureau of Public Service Reforms.
- Cameron, J. (2005). Focusing on the focus group. *Qualitative research methods in human geography*, 2, 116-132.

- Campos, E., & Lateef, S. (2005). Improving Public Sector Governance: The Grand Challenge. *Economic Growth in the 1990s: Learning from a Decade of Reform*. Washington, DC: The World Bank Publication.
- Capra, F. (1997). *The web of life*. New York: Doubleday-Anchor Book.
- Celina, S. (2017). State modernization and the building of bureaucratic capacity for the implementation of federalized policies. Centre of Studies and Research on Humanities of the Federal University of Bahia.
- Chalofsky, N. E., & Reinhart, C. (1988). *Effective human resources development*, California. Jessy Bassin Publishers.
- Chemengich, M. K. (2013). Managing strategic change in public sector. *Standard Research Journal of Business Management*, 1(1), 1-40.
- Chiehiura, O. A., Seçim, H., & Okoro, P. (2016). A critical appraisal of recruitment and selection in the context of public service reforms in Nigeria. *The Business and Management Review*, 7(3), 296-305.
- Chigbue, I. N. (2007). Privatizing the national economy: *The journey so far*. In H. Saliu, E. Amali & R. Olawepo (Eds.). *Nigeria's reform programme: Issues and challenges*. Ibadan: Vantage Publishers. pp. 419-444.
- Collaboration, I. M. F. (2002). *Civil service reform: Strengthening World Bank and IMF collaboration*.
- Collier, P., & Gunning, J. W. (1999). Why has Africa grown slowly? *The Journal of Economic Perspectives*, 13(3), 3-22.
- Collins, A., Joseph, D., & Bielaczyc, K. (2004). Design research: Theoretical and methodological issues. *The Journal of the learning sciences*, 13(1), 15-42.
- Collins, P. D. (Ed.). (1980). *Administration for development in Nigeria: Introduction and readings*. Transaction Publishers.
- Commission for Africa. (2005). *Our common interest: An argument*. Penguin UK.
- Constitution, N. (1999). Constitution of the federal republic of Nigeria. *Abuja, Federal Ministry of Information and National Orientation*.
- Cooper, D. R., & Schindler, P. S. (2003). *Business research methods* McGraw-Hill: New York.

- Corkery, J. (1997). International experience with institutional development and administrative reform: Some point for success. *ECDPM Working Paper No.15* (Maastricht: ECDPM).
- Corkery, J., & Land, A. (1997). Civil service reform in the context of structural adjustment. A triangular relationship. *Policy Management Brief No7*.
- Cornelius, O. O., & Sunday, O. O. (2014). Civil service reforms in Nigeria: Rethinking the process of articulation and application. International Conference on Arts, Economic and Management (ICAM'14) March 22-23, Dubai.
- Covington, W. G., & Covington Jr., W. G. (1998). *Creativity and general systems theory*. Boca Raton: Universal Publishers.
- Creswell, J.W. (2003).). *Research design: Qualitative, quantitative, and mixed methods approaches*. Sage publications, Incorporated.
- Creswell, J. W, & Clark P. V.L. (2007). *Designing and conducting mixed methods research*. Thousand Oaks, CA: Sage.
- Creswell, J.W. (2009). *Research design: Qualitative, quantitative, and mixed methods approaches*. Sage publications, Incorporated.
- Creswell, J. (2012). *Research Design: Qualitative and quantitative approaches*. Thousand Oaks.
- Creswell, J. W. (2013). *Qualitative inquiry and research design: Choosing among five approaches*. Sage Publications.
- Creswell, J. W. (2013). *Research design: Qualitative, quantitative, and mixed methods approaches*. Sage publications.
- Creswell, J.W. (2014). *Educational research: Planning, conducting and evaluating quantitative and qualitative research*, Fourth Edition, Pearson.
- Crook, R. C. (2010). Rethinking civil service reform in Africa: Islands of effectiveness' and organisational commitment. *Commonwealth and Comparative Politics* 48, (4) 479-504.
- Crozier, M. (1964). *The bureaucratic phenomenon*. Chicago: University Pres.
- Cyert, R. M., & March, J. G. (1963). A behavioral theory of the firm. *Englewood Cliffs, NJ*, 2.

- Dahlström, C., Lapuente, V., & Teorell, J. (2012). The Merit of Meritocratisation: Politics, Bureaucracy, and the Institutional Deterrents of Corruption. *Political Research Quarterly*, 65(3) 656-668.
- Daily Trust, Wednesday, October 27, 2010.
- Debrah, E. (2014). The politics of decentralization in Ghana's Fourth Republic. *African Studies Review*, 57(1), 49-69.
- De Ridder, J., Emans, B., Hulst, R., Tollenaar, A., Kinemo, S., Ndikumana, E., & Mafuru, W. (2016). Public administration in Tanzania: Current issues and challenges. *African Public Administration and Management series*, 3, 1-113.
- Devas, N., & Grant, U. (2003). Local government decision-making—citizen participation and local accountability: Some evidence from Kenya and Uganda. *Public Administration and development*, 23(4), 307-316.
- Diamond, J. L. (1988). *Class, ethnicity, and democracy in Nigeria: The failure of the first Republic*. Syracuse University Press.
- Dibie, R. A. (2003). *Public management and sustainable development in Nigeria: Military-bureaucracy relationship*. Ashgate Publishing, Ltd.
- Didia, P. O. (2007). Theoretical perspective to understanding corruption in Nigerian economy. In A. D. Aina (Ed.) *Corruption and the challenge of human development*. Ilesa-Remo: Babcock University Press.
- Douglas, V., Kemedi, I., Okonta, M., & Watts (2003). *Alienation and Militancy in the Niger Delta: A Response to CSIS on Petroleum, Politics and Democracy in Nigeria*. Retrieved from http://www.fpiif.or/papers/nigeria2003_body.html. Accessed 18 June 2013.
- Downs, A. (1967). *Inside bureaucracy*. Boston: Little, Brown.
- Drewry, G., and T., Butcher. (1988). *Civil service today*, Oxford: Basil Blackwell.
- Drucker, P. F. (2007). *Management challenges for the 21st century*. Routledge.
- Dwivedi, O, P. (1985). Ethics and values of public responsibility and accountability. *International Review of Administrative Sciences*, 13 (1), 61-66.
- Edlyne, E. (2001). "Federalism, Fiscal Centralism and the Realities of Democratization in Nigeria: The Case of the Niger Delta".

UNESCO/ENA, <http://www.ethnonet.africa.org/pubs/crossroadsedl.htm>
(Accessed 20 June 2013).

- Egwoba, G. L. (2006). Discipline and Disciplinary Measures in the Nigerian Public Service: A case study of Kaduna Polytechnic. Thesis presented to Postgraduate School, Ahmadu Bello University, Zaria.
- Ehikioya, A. (2013). Federal government saves N530 billion from inflated contracts, *The Nation*, Wednesday, September 25.
- Ekpo, M. U. (1979). Bureaucratic corruption in *Sub-Saharan Africa*: Washington; University Press of America Washington, D.C.
- Ekpo, A. H. (1989). Manpower development in Nigeria. In: Ogbuagu, S.C (Ed): *Strategy for National Development in Nigeria*. Calabar: University of Calabar Press, pp 143-154.
- Ekpu, R. (2009, December 21), "Ten years of faltering steps". News watch.
- Elaigwu, I. J. (1994). Nigeria: Unitarism to federalism. *Evaluating federal systems*. London: Martinus Nijhoff Publishers.
- Elekwa, N. N., Okoh, C. I., & Ugwu, C. S. (2011). Implications of the new pension reform for social security planning in the local government. *Arabian Journal of Business and Management Review*, 1(4), 19-27.
- El-Rufai, N. A. (2011). Reforming our dysfunctional public service. *This Day*, October, 1, 50.
- Eme, O., Innocent, & Ugwu, S. C. (2011). Developmental state bureaucracy in Nigeria. Restructuring for effectiveness (1999-2007). *Arabian Journal of Business and Management Review*, 1(4), 41-54.
- Eme, O. I., & Ugwu, S. C. (2011). Governors and the new minimum wage Act: Implications for state-labour relations in Nigeria. *Arabian Journal of Business and Management Review*, 1(3), 1-13.
- Eme, O. I., Chukwuemeka, E., & Enudu, T. (2011). Refocusing the federal civil service: The role of the head of service. *Kuwait Chapter of Arabian Journal of Business and Management Review*, 1(3), 36-49.
- Eme, O. I., & Andrew, V. O. (2013). Civil service and cost of governance in Nigeria. *International Journal of Accounting Research*, 1 (2), 27-48.

- Evans A. (2008). Civil service and administrative reform: *Thematic paper .Background paper to public sector reform: What works and why? World Bank: Washington, DC.*
- Everett, E. (1989). "The political economy of growth: *A critical survey of annual World Bank conference on development economics.* Washington.
- Ewoh, A. I. (2014). Public administration education and training in Nigeria: Problems, challenges, and prospects. *Journal of Public Affairs Education*, 20 (4) 455-468.
- Ezeani, O. E. (2005). The Nigerian Civil Service and National Development since Independence: An Appraisal. *African Journal of Political and Administrative Studies*, 2(1).
- Ezeani, E.O. (2006). *Fundamentals of public administration.* Enugu: Snaap Press.
- Falola, T. (1999). *The history of Nigeria.* London: Greenwood Press.
- Falola, T., & Heaton, M. M. (2008). *A history of Nigeria.* Cambridge University Press.
- Famosaya, O. (2013). Civil service. administration and effective service delivery.
- Fatile, J. O., & Adejuwon, K. D. (2010). Public sector reform in Africa: Issues, lessons and future directions. *Journal of Sustainable Development in Africa*, 12(8), 145-157.
- Federal Ministry of Education Nigeria. Retrieved From <https://www.ngex.com/bd/b/federal-ministry-of-education-Abuja-Federal-Capital-Territory-Nigeria/>. Accessed 30th of December 2017.
- Frant, H. (1993). Rules and governance in the public sector: The case of civil service. *American Journal of Political Science*, 37 (4), 990-1007.
- Ganster, D.C. & Dwyer, D.J. (1995). The effect of understaffing on individual and group performance in professional and trade occupations. *Journal of Management*, 21(2), 175-190.
- Garba, A., & Jirgi, I. M. (2014). Globalization and indigenous public policies in Nigeria. *Journal of Law, Policy and Globalization* 32, 41-45 www.iiste.org.
- Garba, A., & Jirgi, I. M. (2014). Civil service and sustainable development in Nigeria. *European Journal of Business Management*, 6 (21), 41-45.

- Gary, K. (1995). Replication, replication. *PS: Political Science & Politics*, 28(3), 444-452.
- Gberevbie, D. E. (2011b). An appraisal of staff recruitment and retention policies of Delta State civil service in Nigeria. *Bulletin: Petroleum-Gas University of Ploiesti, Economic Series*, LXIII (1), 16-28.
- Gberevbie, D. E., Oyeyemi, A., & Excellence-Oluye, N. (2014). The challenges of good governance, accountability of governmental agencies and development. *Acta Universitatis Danubius. Administratio*, 6(2), 92-109.
- Gibson, B. (2017). Systems theory, Retrieved December 10, 2017 from <https://www.merriam-webster.com/contributor/barry-gibson>.
- Gina, I. E. (2006). Discipline and Disciplinary Measures in the Nigerian Public Service: A case study of Kaduna Polytechnic. A thesis Presented to Postgraduate School, Ahmadu Bello University, Zaria.
- Glesne, C., & Peshkin, A. (1992). *Becoming qualitative researchers. An introduction*. White Plains, N.Y: Longman.
- Grant, R. M., Shani, R., & Krishnan, R. (1994). TQM's challenge to management theory and practice. *Sloan Management Review*, 35(2), 25.
- Grindle, M. S., & Thomas, J. W. (1991). Public choices and policy change: *The political economy of reform in developing countries*. JHU Press.
- Grindle, M. S. (2002). Good enough governance: Poverty reduction and reform. *In developing countries'*, Edward S. Mason Professor of International Development Kennedy School of Government Harvard University.
- Grindle, M. S. (2004). Good enough governance: Poverty reduction and reform in developing countries. *Governance*, 17(4), 525-548.
- Guba, E.G. & Lincoln, Y. S. (1994). Competing paradigms in qualitative research. *Handbook of qualitative research*, 2(163-194).
- Haque, M. S. (2001). Privatization in developing countries: Formal causes, critical reasons, and adverse impacts. *Contributions in Economics and Economic History*, 217-238.
- Henshaw, M. (2008). Understanding the roles of elected and career officers for effective local government administration. *The Public Administrator*, 2(2), 8-20.

- Houghteling, M. (2006). Systems theory and effective leadership. Organizational development interventions II Bev Scott Consulting. Retrieved on 2 August 2013, at [http:// www.bevscott.com/Houghteling.pdf](http://www.bevscott.com/Houghteling.pdf).
- Hughes, O. E. (2003). *Public management and administration*, (Third Edition), London and New York, Palgrave Macmillan.
- Huther, J. & Shah, A. (1997). Anti-corruption policies and programs: A framework for evaluation. *The World Bank Publications*.
- Idode, J.B. (1986). *Rural development and bureaucracy in Nigeira*. Ikeja: Longman.
- Igbokwe, P.I. (2014). Administrative reforms and the challenges of implementation in Nigeria. Ph.D. Thesis Presented to the Department of Public Administration, O.A.U., Ile-Ife. December 3rd.
- Igbokwe-Ibeto, C. J., Agbodike, F., & Osawe, C. (2015). Work content in the Nigerian civil service and Its implication on sustainable development. *Singaporean Journal of Business, Economics and Management Studies*, 51(2474), 1-16.
- Igbuzor, O. M. (1998). Reflections on Allison Ayida's proposal on the reform of the Nigerian civil service. *The Nigerian Social Scientist*, 1(1), 6-8.
- Igbuzor, O. (2015). Public Service Quality, Administration Reform. The Guardian Nigeria Newspaper. Retrieved September 21, 2017 from <https://guardian.ng/sunday-magazine/public-service-quality-administration-reform>.
- Igbuzor, O. (2017). An Overview of Service Delivery Initiative: 12 Years After. Paper presented at the national policy dialogue on strategies for improving service delivery in government parastatals, agencies and commissions in Nigeria at state house, Abuja. Retrieved on 23 October 2017 from <http://www.gamji.com/article10000/NEWS10473.htm>.
- Ikeliowu, C. M. (2011). Assessment of civil service reforms in the Nigerian public sector. Unpublished thesis, Faculty of Business Administration, University of Nigeria Enugu Campus.
- Ikotun, A. (2004). *Ethics in the Nigerian public service: An analytical perspective*. Lagos: Nugalitho Productions.
- Imhonopi, D. O. & Urim, U. M. (2014). Industrial Development in Nigeria: Achieving the Brass Tacks. In D. O. Imhonopi, & U. M. Urim, (Eds.). *Trajectory to Industrial Development in Nigeria*. Ibadan: Cardinal Prints. pp. 1-12.

- Inyang, B. J., & Akaegbu, J. B. (2014). Redefining the role of the human resource professional (HRP) in the Nigerian public service for enhanced performance. *International Journal of Business Administration*, 5(1), 90-98.
- Ipinlaiye, O. (2001). "The Nigerian civil service: An insider's view in Omotoso.F. (ed). *Contemporary issues in public administration*, Lagos, Bolabay Publications.
- Ishaq, M.R., (2013). Civil service and the challenges of productivity in Nigeria. *Academic Journal of Multidisciplinary Studies*, 2 (7), 157-163.
- Iyayi, S.A. (2010). The civil service reforms in Nigeria since independence in Bello-Iman (ed.). *50 Years of the Nigeria Project: Challenges and prospects*, College Press Publishers Limited: Ibadan.
- Iyoha, F. O., Gberevbie, D. E., Iruonagbe, C. T., & Egharevba, M. E. (2015). Cost of governance in Nigeria: In who is interest? *International Journal of Social, Education, Economics and Management Engineering*, 9(1), 245-252.
- Jackson, M. C. (1991). *Systems methodology for management sciences*. New York: Plenum Press.
- Jain, R. B. (Ed.). (2004). *Corruption-free sustainable development: Challenges and strategies for good governance*. Mittal Publications.
- James, O. (2004). The UK core executive's use of public service agreements as a tool of governance. *Public Administration*, 82(2), 397-41.
- Jike, V. T. (2003). Organisational behaviour and Negative attitudes in Nigeria's public employment sector: The empirical nexus. *The Abuja Management Review*, 1(4), 11-28.
- Jimoh, A. (2007). Introducing Nigeria's Reform Programme. In H. Saliu, E. Amali, & R. Olawepo, (Eds.). *Nigeria's Reform Programme: Issues and Challenges*. Ibadan: Vantage Publishers. pp. 3-14.
- Jinadu, B. M., & Aminu, M. M. (2015). Public service in Nigeria: An overview of functions and code of conduct. *Global Journal of Politics and Law Research* 3(1), 61-69.
- Johnson, R. A., Kast, F. E., & Rosenzweig, J. E. (1964). Systems theory and management. *Management Science*, 10(2), 367-384.
- Jones, G.R., George, J.M. & Hill, C.W.L, (2000). *Contemporary management* New York, Irwin and Mc Graw Hills.

- Joshi, A. & Carter, B. (2015). Public sector institutional reform. Retrieved on 18th February 2017 from www.gsdr.org.
- Karakiza, M. (2015). The impact of social media in the public sector. *Procedia-Social and Behavioral Sciences*, 175, 384-392.
- Kassa, C.B. (2011). The challenges and prospects of civil service reform and good governance in Ethiopia. *African Journal of Public Affairs*, 4 (3), 1-11.
- Katz, D., & Kahn, R. L. (1978). *The social psychology of organizations* (Vol. 2, p. 528). New York: Wiley.
- Kauzya, J. M. (2001). Holistic Model for Managing Ethnic Diversity in the Public Service in Africa. Adviser in: Government and Institutional Development: *United Nations Department of Economics and Social Affairs*. Pp. 1-12.
- Keefer, P. & Khemani, S. (2005). Democracy, public expenditures, and the poor: *Understanding political incentives for providing public services*. Oxford University Press.
- Kellough, J. E., & Lu, H. (1993). The paradox of merit pay in the public sector persistence of a problematic procedure. *Review of Public Personnel Administration*, 13(2), 45-64.
- Kellough, J. E., & Selden, S. C. (2003). The reinvention of public personnel administration: An analysis of the diffusion of personnel management reforms in the States. *Public administration review*, 63(2), 165-176.
- Kettl, D.F, Ingraham, P.W, Sanders, R.P, Horner, C. (1996). Civil service reform: Building.
- Khalil, S. (2007). Museums and Funding: Practices in Malaysia and the United Kingdom (Doctoral dissertation, University of Kent).
- Kifordu, H. A. (2013). Nigeria Political System Since Political Independence: Change and Trejectories. UNIEURO pp 87-124, ISSN: 1809-1261
- Kiragu, K. (2002). Improving Service Delivery through Public Service Reform: Lessons of experiences from select Sub-Sahara Africa Countries. A paper presented at the second meeting of the Design Automation Conference (DAC) Network on Good Governance and Capacity Development. Organisation for Economic Cooperation and Development, Headquarters, February 14-15.

- Kirfi, M.M.W, Balarabe, A. & Shantali, M.J. (2013). Service compact (SERVICOM) and service delivery in Nigerian public Hospitals: A study of Usmanu Danfodiyo University Teaching Hospital (UDUTH) Sokoto. *Journal of International Academic Research for Multidisciplinary*, 1(6), 18-35.
- Klingner, D. E., & Lynn, D. B. (1997). Beyond civil service: The changing face of public personnel management. *Public Personnel Management*, 26(2), 157-174.
- Knott, J. H., Gary, J. Miller. (1987). Reforming bureaucracy: *The politics institutional choice*. Englewood Cliffs, NJ: Prentice-Hall.
- Kokebe, H. G. (2007). Good governance in the case of participatory neighbourhood development in Ethiopia. Addis Ababa: Ethiopia.
- Kraska, P., & Neuman, W.L. (2011). *Criminal justice and criminology research methods* Printice Hall.
- Kutsikos, K. (2007). Distribution-Collaboration Networks (DCN): A Systems-Based Model for Developing Collaborative e-Government.
- Kuye, J. O., & Ile, I. U. (2008). Public service reform philosophies: A Re-think of Nigeria's "Servicom" and South Africa's "Batho Pele" Principles in an Era of Global Restructuring and Reform. *Africa Journal of Public Affairs*, 2(1), 123-129.
- Kwaghga, B. (2010). Civil service reforms in Nigeria and challenges of national development Federal University of Agriculture, Makurdi, *Journal of Arts and Contemporary Society* 2.
- Lane, J. E. (Ed.). (1997). *Public sector reform: Rationale, trends and problems*. Sage, Publications.
- Lane, J.E. (1993). *The public sector: Concepts, models and approaches*, London: Sage, publications.
- Lawal, T., & Abe, O. (2011). The civil service and sustainable development in Nigeria. *Journal of Sustainable Development in Africa*, 13(4) 388.
- Lawal, T., & Oluwatoyin, A. (2011). National development in Nigeria: Issues, challenges and prospects. *Journal of Public Administration and Policy Research*, 3(9), 237-241.
- Lawson, C.O. (1974). "The role of civil servants in a military regime". *The Quaterly Journal of Administrative*, 7 (2), 127-142.

- Levi, M. (1998). A State of Trust. *Trust and governance*, 1, 77-101.
- Lienert, I., & Jitendra, M. (1997). *A decade of civil service reform in SubSaharan Africa*. IMF working paper (WP/97/179).
- Locke, I.F., Spirduso, W.W., & Silverman, S.J. (2000). *Proposals that work. A guide for planning dissertation and grant proposals* (4th. Ed.). Thousand Oaks. CA.Sage.
- Lufunyo, H. (2013). Impact of public sector reforms on service delivery in Tanzania. *Journal of Public Administration and Policy Research*, 5(2), 27-49.
- Mack, L. (2010). The philosophical underpinnings of educational research. *Polyglossia*, 19, 5-11.
- Madinda, A. S. (2014). Challenges facing management of change in public sector. (The Case of Tanzania). *International Journal of Education and Research*, 2 (7), 161-176.
- .Magbadelo, J. O. (2016). Reforming Nigeria's federal civil service: Problems and prospects. *India Quarterly*. 72(1), 75–92.
- Magid, A. (1976). *Men in the middle: Leadership and role conflict in a Nigerian society*. Manchester University Press.
- Malik, K. (2013). Human development report 2013. The rise of the South: human progress in a diverse World.
- Mamser, Directorate for Social Mobilisation, (1992). *Social Transformation for Self-reliance: Proceedings of a National Conference*. Ibadan: Foundation Publication.
- March, J. G., & Simon, H. A. (1958). *Organizations*.
- Marshall, C., & Rossman, G. B. (1999). *Designing qualitative research* (3rd ed.). Thousand Oaks, CA: Sage.
- Marshalla, J. B. & Murtala, A. M. (2015). Public service in Nigeria, an overview of functions and code of conduct, *Global Journal of Politics and Law Research*, 3(1), 61-69.
- Matankari, S. D. (2009). Sustainable development and the imperatives of public service reform implementation in Nigeria: 1999 -2009.

- McCourt, W. (2013). Models of public service reform: A problem-solving Approach.
- McIntyre, L.J. (2002). The practical skeptic: *Core concepts in sociology*. Boston: McGraw-Hill.
- Meier, K. J., & Krause, G. A. (2003). The scientific study of bureaucracy: An overview. Politics, policy, and organizations: *Frontiers in the Scientific Study of Bureaucracy*, 1-19.
- Meier, K. J., & O'Toole, L. J. (2006). Bureaucracy in a democratic State: A *Governance Perspective*. JHU Press.
- Mele, C., Pels, J., & Polese, F. (2010). A brief review of systems theories and their managerial applications. *Service Science* 2(1-2), 126-135. Retrieved from https://doi.org/10.1287/serv.2.1_2.126
- Mesfin, T. (2008). The Ethiopian Civil Service Reform Program. Digest Ethiopia's National Policies, Strategies and Programs Forum for Social Studies.
- Miller, E. F. (1971). David Easton's political theory. *The Political Science Reviewer*, 1, 184.
- Mohanty, C. T., Russo, A., & Torres, L. (1991). *Third World Women and the politics of feminism* (Vol. 632). Indiana University Press.
- Mohammed, I. & Sirajo, M. (2015). The relevance of balanced scorecards as a technique for assessing performance. The Tanzania experience 2000-2008. *Public Administration and Development*, 30(1), 27-37.
- Mosher, F. C. (1982). *Democracy and the public service*. Oxford University Press on Demand.
- Muchinsky, P.M. (2000). Psychology applied to work. USA. Wads Worth/Thomson Learning.
- Muhammadu, T. & Haruna, M. (1981). *The Civil War in Oyediran* (ed). *Nigerian government and politics under military rule, 1966-1979* London: Macmillian Press Ltd.
- Murana, A. O., Olayinka, S. M., & Omotayo, I. B. (2016). The impacts of the Nigerian civil service reforms on effective service delivery. *International Journal of Politics and Good Governance*, 7(3), 1-20.

- Mushi, S.S. (2000). Privatization and the fate public sector in Tanzania. Occasional Paper (Redet-UDSM).
- Mutahaba, G. & Kiragu, K. (2010). Lessons of International and African Perspective on Public Service Reform: Example from Five African Countries. *African Development*, 7(3&4), 48-75.
- Mutiullah, A. O. (2014). *Revisiting public administration with advanced attitude*. Ibadan, Omotosho Printer.
- Myers, M. D., & Newman, M. (2007). The qualitative interview in IS research: Examining the craft. *Information and Organization*, 17(1), 2-26.
- Myers, M. D. (2013). *Qualitative research in business and management*. Sage.
- Nantulya, P. (2006). Developing African Leaders: Uganda's Unique Education System: Feature. *Conflict trends*, 2006(4), 51-55.
- National Population Commission. (2006). *Federal Republic of Nigeria Official Gazette*, 96(2).
- National Population Commission. (2015). Retrieved on 27th December, 2016 from <http://www.population.gov.ng/>.
- Nigeria Ethnic Groups. Retrieved on 27th December 2016 from <https://newsofnigeria.com/nigerian-ethnic-groups/>.
- Nnoli, O. (1980). *Ethnic politics in Nigeria*. Enugu: Fourth Dimension Publisher.
- Nnamani, D. O., & Chilaka, F. C. (2012). Economic reforms and social service delivery in Nigeria 1999-2007: Issues and options. *Oman Chapter of Arabian Journal of Business and Management Review*, 2(4), 9-23.
- Nunberg, B. (1994). Experience with civil service pay and employment reform: An overview. In: D. L. Lindauer, & B. Nunberg, (Eds). *Rehabilitating government: Pay and employment reform in Africa*, 119-159. (Washington, DC: International Bank for Rural Development, the World Bank).
- Nwachukwu, C.C. (1988). *Management: Theory and practice*. Onitsha: Africa FEP Publishers Ltd.
- Nwanolue, F. R. H. D., & Cherubim, I. V. (2012). The Nigerian civil service and promotion of sustainable human development: A Critical Analysis. *Arabian Journal of Business and Management Review (Oman Chapter)*, 1(9), 12-21.

- Nwokoma, N. I. (2015). Review, challenges and future prospects of reforms in African economies: An appraisal of the Nigerian situation. *Journal of Economic Development, Management, IT, Finance & Marketing*, 7(1), 1-13.
- Obasanjo, O. (2005). Strengthening the structure of democratic governance in Nigeria. *The Guardian (Lagos)*.
- Obasanjo, O. (2007). Presidential Opening Speech at a Retreat for Members of the Federal Cabinet and Permanent Secretaries, Abuja, Nigeria.
- Obasi, & Isaac, N. (1988). The professionalization of the Nigerian civil service: *The Challenge of the Third Republic*. Jos: University of Jos Press.
- Obikeze, O. S., & Obi, E. A. (2004). Public administration in Nigeria: *A Developmental Approach*. Bookpoint.
- Obiora, C. A. (2014). Reform process and the achievement of sustainable development in Nigeria: Rethinking the role of the public bureaucracy. *Review of Public Administration and Management*, 3(6), 106-119.
- O'Connel, J. (1981). Civil service problems in the Editorial of West Africa, March 30.
- Ochala, M., & Achimugu, H. (2013). Federal character principle and job placement in public organizations in Nigeria: An Appraisal. *International Journal of Public Administration*, 1(1), 151-157.
- Odugbemi, S. (2008). Public Opinion, the Public Sphere, and Quality of Governance. In S. Odugbemi, & T. Jacobson, (Eds.). *Governance Reforms: Under Real-World Conditions – Citizens, Stakeholders, and Voice*. Washington DC: The World Bank. pp. 15-37.
- Office of Head of Civil Service: Documents (Several), Ghana.
- Ogbeidi, M. M. (2012). Political leadership and corruption in Nigeria since 1960: A socio-economic analysis. *Journal of Nigeria Studies*, 1(2), 1-25.
- Ogunrotimi, A.B. (2012). Weberian bureaucracy and its problem in Nigeria: Proposing democratic centralism in the management of public institution. *A Journal of Research in Social Science and Humanities*, 2(10), 1-24.
- Ohiole, O. K., & Ojo, I. S. (2015). Improving public service delivery in Nigeria: A paradigm shift between traditional public administration and new public management. *Journal of Policy and Development Studies*, 9(2), 35-51.

- Ojeifo, A., & Alegbeleye, G. I. (2015). Improving performance of the Nigerian civil service through the new public management. *Singaporean Journal of Business Economic and Management Studies*, 4(6), 51-62.
- Okafor, E. E. (2005). Public bureaucracy and development in Nigeria: A critical overview of impediments to public service delivery. *Codesria Bulletin*, 3-4, 67-69.
- Oke, L. (2010). Democracy and governance in Nigeria's Fourth Republic. In A. A. Agagu, L. A. Afinotan, D. Arowolo & Lawal, T. (Eds.). *Public administration in Nigeria*. Akure: Alabi-Eyo and Co. Ltd. pp. 312-322.
- Okebukola, P. A. (2014). Human Capital Development and Innovation. In T. Abioye, C. Awonuga & A. Amuwo (Eds.). *Leadership and Innovation in Africa's Development Paradigm*. Ota: Covenant University Press. pp. 29-48.
- Okechukwu, G .P, Ukeje, O. I. & Ekwunife, R. A. (2016). The Melting Point between Servicom and Service Failure: A Labyrinth for Efficient Service Delivery in Nigeria. *Journal of Humanities and Social Science. IOSR-JHSS*, 21(5), 1-10.
- Okechukwu, U. F. (2016). Trade Unionism and Wage Agitations in Nigeria: The Nigerian Labour Congress. *International Journal of Public Administration and Management Research (IJPAMR)*, 3 (3), 28-37.
- Okereke, O. O. (2003). The Nigerian Civil Service after the Structural Adjustment Programme: Some Critical Reminiscences. *Nigerian Journal of Politics and Administration*, 3.
- Okonkwo, R. (2007). Corruption in Nigeria: A Historical Perspective (1947–2002). *African Unchained*.
- Okorie, O.C. & Stella, O. (2014). A Survey of Public Service Reforms in Nigeria: 1999-2013. *International Journal of Humanities and Social Science*, 4(10), 267-274.S
- Okotoni, O., & Erero, J. (2005). Manpower training and development in the Nigerian public service. *African Journal of Public Administration and Management*, 16(1), 1-13.
- Okotoni, M.O. (2003). Problems and Prospects of Nigerian Bureaucracy. *Journal of Social Sciences*, 7(3), 223-229.
- Okotoni, O. (2001) "Problems and Prospects of Nigerian Bureaucracy" *Journal of Social Sciences*, Vo. 7 No. 3 Obafemi Awolowo University, Ile-Ife, Nigeria.

- Olalekan, M. A., Olayinka, S. M. & Omotayo, I. B. (2016). The Impacts of the Nigerian Civil Service Reforms on Effective Service Delivery. *International Journal of Politics and Good Governance*. 7(7), 1-20.
- Olaleye, O. A. (2001). *Fundamentals of public administration*. Ado Ekiti Yemi Publishing Service.
- Olaleye, O. M. (1989). "Civil Service Reforms in Nigeria: Some Comparative Notes and Critical Reflections". *Journal of Nigeria Public Administration and Management*, 1, (1), 36-55.S
- Olaopa, T. (2008). *Theory and practice of public administration and civil service reforms in Nigeria*. Ibadan, Spectrum Books Ltd.
- .Olaopa, T. (2010). *Public service reforms in Africa*. University Press PLC.
- Olagboye, A. A. (2005). *Inside the Nigerian civil service*. Daily Graphics Nigeria Ltd.
- Olewe, B. N. & Anga, J. S. (1994). *Command Administration: The Public Perspective*. Enugu: New Generation Books.
- Oliver, D. (1991). *Government in the United Kingdom: The Search for Accountability, Effectiveness and Citizenship*, Buckingham: Open University Press.
- Ologbenla, D.K. (2007). "Leadership, Governance and Corruption in Nigeria." *Journal of Sustainable Development in Africa*, 9(3), 97-118.
- Olowo, D. (1985). Bureaucratic Corruption and Public Accountability in Nigeria: An Assessment of Recent Developments. *International Review of Administrative Sciences*. 11: 17-12.
- Olowu, D. (2010). Civil Service Pay Reforms in Africa. *International Review of Administrative Sciences*, 76(4), 632-652.
- Olowu, B. (1999). Redesigning African Civil Service Reforms. *The Journal of Modern African Studies*, 37(1), 1-23.
- Olu, A. L. (2009). Public Administration Reform in Nigeria. In R. F. Ola & D. A. Tonwe (eds.). *Nigerian public administration*, Lagos: Amfitop books.
- Omitola, B. O. (2012). Nigerian Public Service Reforms and the Fourth Republic Experience: Challenges and Prospects. *Journal of Alternative Perspectives in the Social Sciences*, 5(1), 142-154.

- Omodia, S. M. (2009). The Liberal Elitist Perception of Public Policies in Nigeria: *A focus on the National Policy on Women and Education in the Nigeria Fourth Republic*. Acad for, 10 (2), 35-39.
- Omoleke, I. I. (2010). The Nigerian Privatisation Policy and Hope of the Grassroots. *International Review of Business Research Papers*, 6(1), 108-123.
- Omoleke, I. I. (2010). "The Bureaucratic Failure in Nigeria: A Critical Analysis of the Nigerian Government Bureaucracy", *International Association of Studies in the Humanities*, (3), 154-166.
- Omoruyi, O. (1991). The Reformed Civil Service in the Transition Period and Beyond, a Lecture Delivered at the Civil Service Forum, Organized by the Bendel State Civil Service. *King's Square, Benin City*.
- Omoyefa, P.S. (2008). *The Politics of Public Sector Reforms in Africa*. Lesotho: National University of Lesotho.
- Omoyele, E.O. (2012). The Civil Service in Nigeria. Evolution and Challenges.
- Onuoha, B. (1993). Public Administration: Basic Principle, Techniques and Processes. In *Elements of Politics*, (ed). R. Anifowose and F. Enemu, Lagos: Malthouse Press.
- Onyeoruru, I.P. (2005). Industrial Sociology: *An Africa perspectives*. Ibadan: Samlad Printers.
- Oronsaye, S.O. (2009). "Restructuring of the Office of the Civil Service of the Federation". Workshop on Annual Performance and Evaluation Report. *Nigeria* January.
- Ospina, S. (1996). Illusions of opportunity: *Employee expectations and workplace*. Oxford University Press.
- Otobo, D. (1992). "Organised Labour and Structural Adjustment Policies in Nigeria." In Otobo, D. (ed). Further Readings in Nigeria Industrial Relations. Lagos: Malthouse.
- Ott, A. F. Public Finance and Public Choice: A Tribute to Gordon Tullock (1922–2014).
- (Overseas Development Institute) (2010) 'Governance and Drivers of Change in Ethiopia's Water Supply Sector'. London: OSSREA and ODI.

- Oyedeji, B. (2016). Politicisation of the Civil Service: Implications for Good Governance. *International Journal of Innovative Social Sciences and Humanities Research*, 4(1), 1-16.
- Oyedele, S. O. (2015). The Nigerian Public Service and Service Delivery under Civil Rule. *Journal of Public Administration, Finance and Law*, 1(7), 33-43.
- Parson, E. A. (1997). Book Review International Environmental Negotiations: The Current State of Empirical and Analytic Study. *Negotiation Journal*, 13(2), 161-183.
- Patrick, M., & Wagner, R. E. (2015). From Mixed Economy to Entangled Political Economy: A Paretian Social-theoretic Orientation. *Public Choice*, 164(1-2), 103-116.
- Paul, S. O., Usman, T. O., & Ali, M. A. (2013). Labour Unions and the Transformation of the Nigerian Civil Service: A Discourse. *International Journal of Public Administration and Management Research*, 2(1), 12-25.
- Phillips, & Adedotun, (1988). *Essentials of the 1988 civil service reforms in Nigeria N.I.S.E.R*, Ibadan: Monograph Series, No. 2.
- Piotrowicz, M., & Cianciara, D. (2013). The role of non-governmental organizations in the social and the health system. *Przegląd epidemiologiczny*, 67(1), 69-74.
- Polidano, C. (1999). The New Public Management in Developing Countries. Manchester: *Institute for Development Policy and Management*, University of Manchester.
- Political Bureau Report (1986). Federal Ministry of Information, Lagos.
- Public Service Reform. *Abuja: SERVICOM Office*.
- Nigeria Public Service Rule (Hand Book).
- Public Complain Commission (Official Website).
- Punch, K. F. (2013). Introduction to social research: *Quantitative and qualitative approaches*. Sage, productions.
- Rabiee, F. (2004). Focus-group interview and data analysis. *Proceedings of the nutrition society*, 63(4), 655-660.

- Ramosaj, B., & Berisha, G. (2014). Systems Theory and Systems Approach to Leadership.
- Rao, K. R., Kim, D. N., & Hwang, J. J. (2014). Video Coding Standards. *The Netherlands: Springer*, 51-97.
- Report of Coker Commission of Inquiry into Affairs of Certain Statutory Corporation in Western Nigeria. (1962). Lagos Federal Ministry of Information.
- Repucci, S. (2014). Designing Effective Civil Service Reform Lessons from Experience. *Public Administration and Development*, 34(3), 207-218.
- Rex, A., & Crowther S, M. (1966). Nigeria: *A modern history for school*. London: faber and faber.
- Reynolds, L. (2017). Six Characteristics of Bureaucracy. //bizfluent.com.
- Robinson, M. (2006). The Political Economy of Governance Reforms in Uganda.
- Rocha, M.A. (2014). Getting Real about politics: *From thinking politically to working differently*. London: ODI.
- Rose, N., & Miller, P. (1992). Political power beyond the state: Problematics of government. *British journal of sociology*, 173-205.
- Salihu, A. (2012). The Corruption of Potbellies. *Tell Magazine*, March 26, p. 60.
- Salisu, M. (2001). Incentive Structure, Civil Service Efficiency and the Hidden Economy in Nigeria. United Nations University, World Institute for Development Economics Research.
- Salisu, M. (2001), "Incentive Structure, Civil Service Efficiency and Hidden Economy in Nigeria", Discussion Paper No.2001/86, Lacanter, UK.
- Sam, (2008). "The problem of Civil Service Merger in Nigeria"
- Sanni, L. (1999). "The Civil Service in Nigeria"
- Satish, M. (2004). Knowledge Manager (Human Development). Centre for Good Governance.
- Sawtoy, P.D. (1957). *The civil service*. London: Oxford University Press.

- Saxena, C. N. (2013). Public Service Reforms: Trends, Challenges and Opportunities. United Nations Development Program Discussion Paper, Bureau for Development Policy, New York.
- Schacter, M. (2000) Public Sector Reform in Developing Countries: Issues, Lessons and, Future Directions, Ottawa, Canada: Institute on Governance, Pp.1-13.
- Schug, M. C. & Fontanini, J. (1994). Public Choice Theory and the Role of Government in the Past. *Social Education*, 58(1), 20-22.
- Scott, Z. (2011). Evaluation of Public Sector Governance Reforms 2001-2011.
- Scotland, J. (2012). Exploring the Philosophical Underpinnings of Research: Relating Ontology and Epistemology to the Methodology and Methods of the Scientific, Interpretive, and Critical Research Paradigms. *English Language Teaching*, 5(9), p9.
- Sharma, K.C. (2007). "Global Trends in New Public Management" in *Administrative change*, 34, 2
- Simon, H. A. (1947). A comment on "the science of public administration". *Public Administration Review*, 7(3), 200-203.
- Siollun, M. (2009). Oil politics and violence: Nigeria's military coup culture (1966-1976) Retrieved on 14th February, 2017 from https://scholar.google.com/scholar?as_sdt=0,5&q=the+1966+coup+in+Nigeria+the+planners&hl=en.
- Smith, B. C. (1972). Field administration and political change: the case of Northern Nigeria. *Administrative Science Quarterly*, 17 (1) 99-109.
- Soleye, O. (1989). "Work and government work", Faculty of the Social Sciences Lecture delivered at the University of Ibadan.
- Spalding, N. (2000). A Cultural Explanation of Collapse into Civil War: Escalation of Tension in Nigeria. *Culture & Psychology*, 6(1), 51-87.
- Stephen, B.A. (2011). The economic implications of monetisation policy in Nigeria: *Journal of Economics and Sustainable Development*, 2(3).
- Stevens, M., & Teggemann, S. (2004). Comparative Experience with Public Service Reform in Ghana, Tanzania, and Zambia. Building State Capacity in Africa, 43-86. (Washington, DC: The World Bank).

- Stewart, D. W., Shamdasani, P., & Rook, D. V. (2007). *Focus group: Theory and practice*. 2e éd.
- Stillman, R. J. (1996). *Public administration concepts and cases*, (Sixth Edition), Boston: Houghton Mifflin Company.
- Structural Adjustment and Democratization in Developing Countries (2003). UNRISD, *Theory and Practice: Towards a Third Generation*. Glenview, IL: Scott Foresman/Little, Brown. The Australian Public Service 'in *Public Administration Review*, 63(6), 675.
- System Theory. (Easton, & Dennis, 1965) *A System Analysis of Political Life*, New York, Page 32.
- TAFGN - Transformation Agenda of the Federal Government of Nigeria (2011-2012). *Summary of Federal Government's Key Priority Policies, Programmes and Projects*. National Planning Commission, Abuja. pp. 5-27.
- Tashakkori, A., & Teddlie, C. (1998). *Mixed methodology: Combining qualitative and quantitative approaches*. Thousand Oaks. Sage.
- Teskey, J., & Hooper, R. (1999). Tanzania Civil Service Reform Programme: Case study. In *Joint DAC Informal Network/ACBF workshop Harare*.
- The Punch* (2009). Lagos, February 13.
- The Comet* (2004). Lagos, June 2.
- Therkildsen, O. (2008). Public Sector Reforms and the Development of Productive Capacities in LDCs. In Geneva: United Nations Conference on Trade and Development (UNCTAD), *March, Background Paper* (No. 1).
- Thompson, F. J., Riccucci, N. M., & Ban, C. (1991). Drug Testing in the Federal Workplace: An Instrumental and Symbolic Assessment. *Public Administration Review*, 515-525.
- Tignor, L.R. (1993). Political Corruption in Nigeria before Independence. *The Journal of Modern African Studies*, 31(2), 175-202.
- Tim, M. (2011). *Social research: Issues, methods and process*. UK, Bell and Bain Ltd, Glasgow.

- Tolbert, P. S., & Zucker, L. G. (1983). Institutional Sources of Change in the Formal Structure of Organizations: The Diffusion of Civil Service Reform, 1880-1935. *Administrative Science Quarterly*, 22-39.
- Tullock, G., & Rowley, C. K. (2005). *The rent-seeking society* (Vol. 5). Liberty Fund Inc.
- Tullock, G. (1965). *The politics of bureaucracy*. Public Affairs Pr.
- Turner, M., & Hulme, D. (1997). Governance, administration and development: *Making the state work* (p. 107). Basingstoke: Macmillan.
- Turner, M., & Hulme, D. (1997). Governance, administration, and development: *Making the state work*. Kumarian Pr Inc.
- Udoji, J. O. (1975). The implications of the public service review commission's report for management education and training. *Quarterly Journal of Administration*, 10(1), 5-11.
- Ujo, A.A. (2010). "Fifty years of public service in Nigeria. Problems and prospect". A paper presentation, Abuja.
- UNDP, (2003). *Human development report*. UNDP, New York. Oxford University Press.
- UN General Assembly Resolution, 1993.
- UNDP, (2004). Public Administration Reform Practice Note. UNDP: New York. <http://www.undp.org/content/undp/en/home/librarypage/capacitybuilding/public-administration-reform-practice-note.html>. Accessed on 31 September 2017.
- UNDP, (2006). Institutional reform and change management: *Managing change in public sector organizations*. University of Chicago Press.
- UNECA, (2010). Innovation and best practices in public sector reforms. *The case of civil service in Ghana, Kenya, Nigeria and South Africa*, Addis Ababa, Ethiopia.
- Van, D. W. N. (2001). *African Economies and the Politics of Permanent Crisis, 1979-1999*. Cambridge University Press.
- Van, D. W. N. (2005). The donors and the State in Africa: *How much has changed?* In: U. Engel G.O.R. Olsen (Eds). *The African Exception*. 69-84. (Aldershot: Ashgate).

- Van Riper, P. P. (1983). The American Administrative State: Wilson and the Founders-an Unorthodox View. *Public Administration Review*, 477-490.
- Vos, A., Hauw, S., & Willemse, I. (2011). Competency Development in Organisations: Building an Integrative Model through a Qualitative Study. *Vlerick Leuven Gent Management School*.
- Weber, M. (2009). *The theory social and economic Organisation*. Simon and Schuster.
- Weber, M. (1964). *The theory of social and economic Organization*, New York: The Free Press of Glencoe.
- Wescott, C. (1999). Guiding principles on civil service reform in Africa: An empirical review. *International Journal of Public Sector Management*, 12(2), 145-170.
- West, D. M. (2004). E-government and the transformation of service delivery and citizen attitudes. *Public Administration Review*, 64(1), 15-27.
- Wild, L., Chambers, V., King, M., & Harris, D. (2012). Common constraints and incentive problems in service delivery. *Research Paper*. London: ODI.
- Wilson, J. Q. (1968). Varieties of public behavior: *The Management of Law and Order in Eight Communities*. Cambridge: Harvard University Press. . 1989. *Bureaucracy: What Government Agencies Do and Why They Do It?* New York: Basic Books.
- Woods, N. (2006). *The Globalisers: The IMF, the World Bank, and their borrowers*. Cornell University Press.
- World Bank (1989). World Bank Development Report, Washington DC, World.
- World Bank (2003). Institutional and Governance Reviews- An Evolving Type of Economic and Sector.
- World Bank (2002). Rural Water Sector Reform in Ghana: A Major Change in Policy.
- Yesufu, T.M. (ed), (1992). *New trends in personnel management*. Lagos: Spectrum Books Ltd.
- Yin, R. K. (2013). Case study research: *Design and methods*. Sage publications.

APPENDICES

APPENDIX A

INFORMED CONSENT FOR PARTICIPATION



GHAZALI SHAFIE GRADUATE SCHOOL OF GOVERNMENT UUM

Kolej Undang Kerajaan Pengajian Antarabangsa
Universiti utara Malaysia
06010 UUM SINTOK
KEDAH DARUL AMAN

Informed Consent for Participation in Research Activities:

THE CHALLENGES OF IMPLEMENTING CIVIL SERVICE DELIVERY REFORMS IN NIGERIA.

I want to thank you for taking the time to meet with me today.

My name is **OCHALA MARK** and I would like to talk to you about your experiences and Participations as a Reprepsatiives of your organization/unions. The interview should take about an hour or less. I will be taping the session because I don't want to miss any of your comments. Although, I will be taking some notes during the session, I can't possibly write fast enough to get it all down. Because we're on tape, please speak up so that we don't miss your comments.

All responses will be kept confidential. this means that your interview responses will be used for this study only and I will ensure that any information included in the report does not identify you as the interviewee. Remember, you don't have to talk about everything you don't want to and you may end the interview at any time.

Are there any questions about what I have just explained?

Are you willing to participate in this interview?

.....
Interviewee

.....
Witness

.....
Date

APPENDIX B

INTERVIEW PROTOCOL QUESTIONS

The Challenges of Implementing Civil Service Delivery Reforms in Nigeria.

Ochala Mark: markochala@yahoo.co.uk

The study is an academic inquiring into the challenges of implementing civil service delivery reforms in Nigeria. The interview protocol is designed to conduct the field study in Nigeria. Potentials informants are assured that all the information and comments to be provided by them will be treated for research purpose only, with strict confidentiality. The detailed information will add value to that from other sources to build up a thorough understanding of the problem under study of service delivery or SERVICOM reform in Nigeria MDAs.

Would you please say a few words about your professional/ service background?

1) Why reform needed on service delivery or SERVICOM is required in Nigeria?

How will you describe Nigeria civil service?

What do you think are the reasons for the introduction of service delivery in Nigeria?

How will you describe the nature of service delivery?

Do you think civil service in Nigeria is still in need of service delivery reform?

How do you relate reform process of service delivery in Nigeria?

- 2) What are the challenges of reform on service delivery in achieving the desired objectives?

Could you please assess the service delivery reform made so far?

Are people benefiting from this reform?

What problems do you think might have hinder the process of implementation of service delivery reform?

In Nigeria, nearly all government activities are performed by government agencies (Civil service). There are ministries, departments, and agencies MDAs in the country from to time, many questions have been raised as to the timing, cost of service, and service provision. I believe you have heard these reports and recommendations. How can service delivery to the people be improved?

- 3) What are the solutions to the challenges of service delivery reforms identified?

What factors do you think might have served as the impediments to the process of implementation of reform?

How appropriate do you think that certain reform elements/factors such as Professionalism, competency, qualification, and meritocracy etc. will improve the provision of improved service delivery?

Looking at reform of service delivery how did Public opinion react to these?

- 4) What do the reforms of service delivery contribute to the improvement of civil service in Nigeria?

What do you think about the existing state of service delivery reform?

Do you think that the reform initiatives is well equipped to carryout provision of improved services as mandated by the charter?

What is the current state of service delivery reform in Nigeria civil service?

What is your perception about the service provision?

How do you think service delivery reform facilitate the provision of improved services to the people?

